DOCUMENT RESUME

ED 065 740 AA 001 035

AUTHOR	Sieber, Sam D.; And Others
TITLE	The Use of Educational Knowledge; Evaluation of the Pilot State Dissemination Program. Volume II: Part VIII, Case Studies of Field Agents in Action. Final Report.
INSTITUTION	Columbia Univ., New York, N.Y. Bureau of Applied Social Research.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C.
BUREAU NO	BR-0-0734
PUB DATE	Sep 72
CONTRACT	OEC-0-70-4930
NOTE	542p.
EDRS PRICE	MF-$0.65 HC-$19.74
DESCRIPTORS	Action Research; *Case Studies (Education); *Change Agents; Educational Change; Educational Needs; Evaluation Methods; Extension Agents; Formative Evaluation; Guidelines; *Information Dissemination; *Information Retrieval; Interaction Process Analysis; *Pilot Projects; Program Evaluation; Questionnaires; Rural Schools; School Personnel; State Programs; Tables (Data); Taxonomy; Urban Schools
IDENTIFIERS	Field Agents; *Pilot State Dissemination Program

ABSTRACT

This volume, a continuation of Volume I, presents Part VIII of the report and 12 appendixes. Part VIII is comprised of case studies of the activities of field agents in three states that are the target areas of the Pilot State Dissemination Program. The areas are designated "Southern Small Town," "The Hazelton Districts," and "Jordan County," which consisted of one rural and one rural and urban mixed counties, three rural regions, and one rural and one highly ubranized school districts, respectively. One field agent was assigned to each of the target areas a total of seven agents. Each state had one project director, and the number of full-time retrieval personnel varied from one to seven in number. Program evaluation findings show that the field agents were successful in producing concrete reforms in administrative and classroom practices in both the rural and urban areas. It is believed that the key to the field agent's success is the fact that he is "a generalist without authority whose presence is ligitimized by the provision of information." The 12 appendixes to the report are: Request for Proposal (RFP) for Pilot State Projects; Instruments Used in Evaluation; Guidelines for Observers and Field Agents; Indexing Scheme for Qualitative Observations; Taxonomy of Educational Topics; Model Request Form; Developing a Strategy Based on Particular Clients and Their Setting; Outstanding Training Needs; Measuring the Goals of Action Programs; Formative Evaluation--An Exploration with Case Materials; Tables; and Return Rates of Questionnaires. (For related document, see ED 065 739.) (DB)

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ED065740

COLUMBIA UNIVERSITY

BUREAU OF APPLIED SOCIAL RESEARCH

VOLUME II

THE USE OF EDUCATIONAL KNOWLEDGE

Evaluation of the Pilot State Dissemination Program

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AA001035

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PART VIII

CASE STUDIES OF FIELD AGENTS IN ACTION

CASE STUDIES IN STATE A

FIELD AGENT A-1

FIELD AGENT ACTIVITIES IN SOUTHERN SMALL TOWN SCHOOL DISTRICT

Southern Small Town is the smallest of the target areas in the Pilot State Dissemination Program, encompassing only a single school district with a student enrollment of approximately 13,000 and a land area of 13.6 square miles. While the surrounding area is rural in appearance, and the town has an attractive, sleepy character, an increasing number of professionals from a large nearby city are moving to the area. Hence, the population is relatively well-off financially, with a median family income of $9,392. In fact this is one of the highest family income areas in the State.

About a quarter of the population is Black. Although Small Town established a unified (desegregated) district just prior to the launching of the pilot state dissemination project, racial tension has been low. The unification process was carried out without the bitter political repercussions which have occurred in other areas of the South. The black population has been gradually increasing (about 4 percent per decade) with the development of predominantly white suburbs.

The District has 14 elementary schools, two middle schools and two high schools with a total professional staff of approximately 550 persons. At the district level there are 19 professionals representing such specialties as child development, reading, psychology, social work, speech, vocational education and adult education. There is also a federal projects director and an Associate Superintendent for Instruction. Fifty per cent of the high school graduates attend college or technical school.

In addition to the public school system, there is a woman's college which serves as a recruitment source for most of the district's teachers. Hence, virtually all of the teachers are female. Relations between the college and the town are good, and many of the district's staff members continue their education there on a part-time basis or use other resources of the college.

A characteristic of Small Town is the innovativeness of certain of the administrative staff. One of the elementary schools has been designated a "portal school" where new programs, such as partially ungraded classrooms and individualized instruction, are tried out before adoption. Further, the desegregation of the schools served as an opportunity to make a number of innovative changes. As the Superintendent pointed out in an interview before the pilot project commenced, "We're going to come out of integration in better shape than we went into it. . . . We have taken advantage of integration. It has the schools all stirred up so we made about fifty other changes all at the same time."

The Superintendent had come to the district only two years before the beginning of the dissemination project. He had formerly been on the staff of a major university in another southern state before assuming the post of Superintendent. Presumably, he was hired with the intention of bringing major changes to the school district. According to school statistics for 1968-69, Small Town's district ranked 90th among the 93 districts in the State in per student expenditure, and 93rd in the increase in per pupil expenditure over the previous eight years. About a year after the new Superintendent arrived on the scene, however, a bond issue was passed with 67 percent in favor. Among other benefits, professional salaries were substantially increased so that the district now ranked 10th in the state in salary.

Since the field agent is serving only one small district, she has been considered from the beginning as a member of the district level staff. The Superintendent was careful to institutionalize the role by setting up a separate "department" within the district office and making the agent directly responsible to him.

The Superintendent also hoped that the agent would become an integral part of his staff, as opposed to a separate and temporary project: He stated that he had developed a "six man decision-making apparatus" in his system, and that he hoped that the "field agent can be the seventh." At that point, he saw the agent's role as researching and helping to develop district policies on organizational issues such as streaming, ungraded instruction, etc., because he himself did not have the time to do the background work. He also made it very clear that he expected the agent to work within the guidelines which he set up:

> I don't mind change agents, as long as somebody has control of the change . . . if you are in a system where decisions are made by authorities, change agents are all right. They can open your eyes, but they must not have the authority to accept or reject their own suggestions.

Thus, the agent who entered this district was fortunate in that she found herself in a situation where her role was already institutionalized to some extent. Instead of having to gain the acceptance of higher level administrators and selling the program to them, she found herself working with a Superintendent who was consciously trying to help her penetrate the district's structure, and giving her access to all of the resources within his own staff. Even before the agent was selected, the Superintendent had hopes that the individual would help him to stir things up in the district, and promote a real climate for change: "I'd like to see a really rip-roaring, fire-eating wild one, who's not afraid to go out on a limb." Later, after the agent had been in operation for some time, he reiterated his opinion that the agent should be a self-starter, not merely someone who responded to suggestions from above.

The importance of full administrative backing may be seen in the agent's early success in providing information which eventually resulted in tangible innovations. While other agents were still struggling to gain access, and trying to find projects to work on, this agent had already instituted several changes within the district. The contrast is especially striking when we compare this agent's ease in entering the system with that of the agent in Southern County, who found it extremely difficult to break through the "red tape" at the administrative staff level and whose role had not been completely institutionalized within the district.

Case Study #1, on the Social Adjustment Class, provides an example of the influence an agent may have when working on projects initiated by top administrators in the district. In this case, the agent not only had the leverage to get a relatively far-reaching idea adopted in several school simultaneously, but was also able to use "research information" to modify the original goals of the project.

The agent did not consider her role to be that of only assisting top administrators, however, and made strong efforts to enter the schools and get requests from teachers and principals as well. The Superintendent was helpful in opening doors for her, not only through his approval of her activities, but also because he was able to help her in working out strategies of gaining access and locating individuals who would be likely to respond to the potential of the program. Thus, although she received her initial start through the Superintendent, and still works closely with him, most of her requests come from teachers and principals. Case Study #2, The Learning Resource Center, is an example of a project which was initiated at the school, rather than the administrative level.

While this agent did not have the advantage of being known inside the school system (after receiving her B.A., she had taught for several years in Washington, D.C., and had also completed her Master's degree), she did not have the concomitant disadvantage of having to deal with stereotypes based on previous roles within the district, as was the case in Southern County. Furthermore, she was already somewhat familiar with the structure and character of the district, since she had attended the local women's college and had relatives living in Small Town.

The agent in Small Town has consistently stressed the fact that she does not see her role as that of a "change agent" but rather as a provider of information. Despite her disclaimers, however, she has done much more than merely transmit information from the Research Information Unit to the requester. Both of the case studies illustrate her ability to subtly influence the course of decision-making, based not only on the research evidence itself, but on her own feelings about what the "best" solutions to a problem are. While she has been influential in this way, she appears to be extremely skillful in interpersonal relations, and has never left a client feeling that she had imposed an idea or a decision upon him. Her manner is consistently businesslike and professional, and she has evoked much respect from the educators in her area. One principal, with whom she worked intensively, praised her ability to illuminate without appearing to direct:

> She's a real salesman. She'll plant the idea there and start you thinking about it. . . . She's not going to push anything on me. . . . But she'll sell you on something. She has ideas in her mind. . . . She's crafty, but I think very effective. . . .

Another principal, who has not responded with great enthusiasm to the program, also indicated that his staff members were impressed with her:

> They responded very well. . . . They treated her cordially and didn't consider her as somebody else coming to tell us what to do.

While she was sensitive to the problems surrounding desegregation in general, and the divisions within the community, she had not been afraid to deal with issues when they arose. The Superintendent, for example, was interested in setting up some pre-school training for children, and in particular wished to publicize to parents the ways in which they could help prepare their children for school. The agent suggested to him that since many of the Black parents were functional illiterates, it might be necessary to reach them in ways other than brochures or booklets. She was reluctant to push this idea, since it would be somewhat controversial, and "if it failed it would be my head," but she nevertheless made "contingency plans" in case the Superintendent could be brought around to her viewpoint.

The activities of the agent, in contrast to her overtly stated desire to remain uninvolved in decision-making, lead to the conclusion that she is operating as an "undercover change agent" with the full backing of the top administrator in the district. Further, despite her close relationship to the Superintendent, she has not been "coopted" at the administrative level, but has defined her own job as she feels it ought to be performed. For example, in the first case study we see that the Superintendent initially expected her to help install and administer the Social Adjustment Class. She explained to him at this point that this was not part of her job, and that she planned to remove herself from projects once they had reached the point of implementation. Thus, while the agent is responsible to the Superintendent, she has been able to define her own role with reference to project goals as well as district goals.

Social Adjustment Classes

Approximately six weeks after the Communications Specialist had begun working in the district, the Superintendent asked her to acquire information on the establishment of "social adjustment classes." As the field agent described this innovation several months later, "The classes would retain the suspended or expelled student in school by placing him in a social adjustment class where he would receive counseling and individualized instruction in academics." While this characterization was the rationale which finally emerged, it seems clear that the idea originated in certain interests which were unrelated to either counseling or academic instruction. One of these concerns was the widely-held belief that suspension was not the appropriate punishment for the misconduct of students. As the field agent later pointed out in reviewing the background of the social adjustment classes:

> The need for some method of punishment other than suspension or expulsion had been recognized by teachers and administrators in this district for a long time. Students no longer minded being suspended. Some of them even viewed it as a three-day holiday or a five-day holiday. So the administration began looking around for another way of dealing with these discipline problems. The idea, then, of a social adjustment class arose.

A punitive orientation to social adjustment classes was reinforced by the concern of local residents and parents over the presence of unsupervised youths in the community during the school day. Thus, when the question arose in a faculty meeting as to whether the community would "criticize" the classes, the response recorded in the minutes was the following:

> Not at all. Most parents have communicated to us the need for measures other than suspension, as suspension leaves the child at home without parental supervision.

In short, two powerful sets of motivations were joined in prompting the school authorities to consider the feasibility of social adjustment classes: the desire of school staff to obtain compliance and the desire of the community to keep youths under surveillance. In view of this attitudinal climate, it is not surprising that the first, tentative plans for the classes were punishment-centered rather than rehabilitative.

The field agent was instrumental in altering the initial punitive approach, not only because she urged the study of certain "research information," but also because she felt that student behavior problems called for a more sophisticated strategy than sheer incarceration. In particular, because of her close association with the Superintendent and his staff, she was able to arrange and conduct meetings of principals and teachers, set up research committees to explore the matter of social adjustment classes, dissuade administrators from making plans without reference to research materials, and serve as liaison between staff members. Indeed, it appeared that the Superintendent had assumed that the field agent would take on the innovation as one of her major projects, supervising its design and even its implementation. While she eventually made it clear to the Superintendent that supervision of implementation was not part of her role, she enjoyed a large area of discretion in influencing the staff toward the adoption of a more rehabilitative model for the social adjustment classes.

To be sure, a punitive orientation was not shared by all personnel, but seems to have been more characteristic of certain administrators. As the field agent noted in a meeting with a district administrator:

> Frank [the Superintendent] sees this as more punishment-centered where [students] are denied all privileges and rights and are cut off from the rest of the students. The teachers, especially in the junior high schools, disagree with him in this respect. . . . they think that because they are isolated from the rest of the student body, that's punishment enough, and because they're

> made to work all day. They think that some kind of rehabilitation should accompany this class, because if you're too strict, too stern, you're going to turn them into even more discipline problems than they were.

The field agent later clarified the Superintendent's attitude as follows:

> Originally, in explaining the concept of the social adjustment class and giving the assignment to me, the Superintendent noted the two possible directions for the project--punitive and rehabilitative. He stressed that this class was to be established to help those students whose behavior could be modified. . . . The atmosphere of the class was to be one of restriction and punishment in the sense that students who misbehaved were not to be rewarded by being sent to the social adjustment class. . . . The Superintendent at no time closed the door to the rehabilitative concept. In fact, that's why he asked that research information be retrieved and that research committees be established in order to determine the best approach for organizing the social adjustment classes.

Thus, the question of rehabilitation vs. adjustment was really a matter of different emphases rather than of overt conflict between philosophies or staff members. In fact, at no time was there any evidence of conflict between staff members concerning this issue.

In starting to work on the project, the agent held meetings with guidance counselors, teachers and school administrators in two junior high schools and one senior high school over a period of three days. Her main objective in these meetings was to stimulate the staff to seek and utilize research information before arriving at final judgements concerning the purpose or operation of these classes. As she related to the Superintendent in her report on these meetings:

> At this time the educators were asked how much information they had about Social Adjustment Classes. When they replied that their knowledge of the subject was inadequate, they were asked if they would be willing to read some research data on Social Adjustment Classes established in other school districts. They all replied that they would be willing to do so.

A secondary objective of these meetings was to gather "baseline" opinions about the social adjustment classes prior to introducing information from the retrieval office in the SEA in an effort to measure the impact of the information later on. Thus, she recorded the consensus of faculty and administrators on several points that came up in these meetings. And it is significant that when the question of the role of guidance arose in the high school, the predominant viewpoint was expressed as follows:

> Guidance personnel should stay out of this altogether since they are concerned with guidance rather than discipline.

Indeed, the recommendations of the high school staff seemed to flow directly from this stance. For example, it was agreed that the student should be denied the privilege of going to the lunchroom and buying his lunch with the other students. Further, the student would have only two breaks a day to visit the rest room, one in the morning and one in the afternoon, each five minutes long; and the report continues: "If the student takes advantage of either break, he is denied break privileges for the next day." Finally, should the student finish his work before the end of the day, he was not to be allowed to leave the classroom for the purpose of obtaining a library book.

When the question of the role of guidance was brought up in the junior high school meetings, there was greater willingness to entertain the possibility that guidance personnel might be able to contribute to the project. The following is the field agent's summary of the position taken by the staff in one of the junior high schools:

> What role should guidance play in a Social Adjustment Class? Again opinion was divided. The guidance personnel leaned in the

> direction of staying out altogether. Teachers recommended that guidance should play a part in the Social Adjustment Classes. Some suggested that the guidance personnel interview the student after he has served his time in the Social Adjustment Class and before he goes back to the regular classroom. One administrator pointed out the dangers. . . . Guidance is not to be associated with discipline or to act as a parole officer. Yet at the same time, a student should receive the benefits of guidance following his stay in the Social Adjustment Class. Some solution must be worked out on this point.

Further, in both junior high schools a suggestion was made that special curricular materials be made available to these students because of the likelihood of their already being behind academically. Thus, the junior high staff in this school adopted a perspective on social adjustment classes that went beyond both punishment and rehabilitation insofar as they weighed the possibility of the student's dropping out of school because of his failing academically.

Following this series of three meetings, the field agent requested information from the retrieval office on such topics as special classes, behavior modification, successful techniques of discipline, and concepts of positive reinforcement.

The field agent then met with the Superintendent (this was a month after her initial meetings in the schools) to discuss the matter further. The Superintendent meanwhile had studied her reports of the school meetings. He had also obtained approval from the School Board to seek funds from the Model Cities Program for resources to operate the class in the secondary schools in the fall. The Superintendent suggested some further possibilities for implementation of the project in his meeting with the field agent. These possibilities included the following:

> That a library be furnished to each social adjustment class. . . .
>
> That the concept of positive reinforcement be employed in this class so that a student may be rewarded for exceptional behavior. . . . [This recommendation had been made by several research committee members.]
>
> That the guidance personnel in each secondary school play an important role in the social adjustment classes; however, each school will dictate the degree to which the guidance department is involved. In some schools, guidance may be viewed as a rehabilitation unit to which the student is sent before reentrance into the normal classroom. In other cases in other schools, guidance may work with a student during his tenure in the social adjustment classes rather than upon completion of the sentence. [This recommendation had also been made by several research committees, in particular the committee chairman.]

Each of the three schools had been asked by the field agent (acting on the Superintendent's suggestion) to appoint a research committee to consider policy for the social adjustment classes, and the field agent now provided these committees with "research data" related to behavior modification and positive reinforcement concepts which had been retrieved from the retrieval unit. She sent hard-copy of four articles[1] to the committee chairmen with the following note:

> I want to take this opportunity to express our [the committee's] appreciation of your acceptance of the chairmanship for the social adjustment classes in your school. The request for funding for these classes from the Model Cities has been tentatively approved and we will now begin to lay down policies and procedures for these classes. For this reason the committee members of each school need to begin reading research information related to behavior modification and other social adjustment classes. Four articles are enclosed for each member of your committee.

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[1] "Special Class for Behavior Problems" (Thomas and Foley, "The Evaluation of a Program for Special Classes for 'Disrupted Children' in an Urban School System" (Allen), "A Token Reinforcement Program in a Public School: A Replication and Systematic Analysis (O'Leary and Becker), and "Behavior Analysis in the Classroom" (Hanley).

> Would you please disseminate these four articles to each of your committee members and inform me when they have finished reading these articles so that we may again convene for another discussion. In the next week I will bring to the schools some microfiche and readers which contain more information relative to the establishment of social adjustment classes.

These materials were sent to the Committee Chairmen about two and a half months after the initial meetings in the schools.

The Reference Sheet which was sent to the field agent by the retrieval staff contained the citations of 16 articles and one book. In addition, abstracts of nine reports related to discipline, adjustment problems, behavior problems, emotionally disturbed children, and similar "descriptors" in the ERIC thesaurus were furnished.

A few weeks later the steering committee at one of the junior high schools met to discuss the agenda for the full committee. It was noted at this time that the materials supplied by the field agent had substantially clarified the role of guidance in the social adjustment classes. A record of this meeting contains the following observations:

> The chairman of the social adjustment committee had disseminated to the committee members research information related to (1) behavior modification, (2) special classes, and (3) concepts of positive reinforcement. . . . Whereas originally the structure of the social adjustment class had been slanted in a punitive direction, all the research material pointed toward another direction. Rehabilitation rather than punishment was offered as the primary objective.
>
> [The chairman] pointed to the research data findings several times during the steering committee. He seemed firmly intrenched in the rehabilitation camp and used the data to support his statements. His major premise during the discussion was that the social adjustment teacher must treat these students with understanding and empathy and that this class must be more rehabilitative than punitive. He pointed to several passages in journal articles which supported this argument. He explained that while the objective of the class [rehabilitation] was becoming more clear in his mind, so was the approach--an approach

> employing principles of positive reinforcement. The student should be rewarded verbally or otherwise for behavior which conformed to the regulations of the social adjustment classes.

In a written response to a set of questions submitted to the research committee at the second junior high school, it became evident that a rehabilitative approach was now virtually the sole objective of the social adjustment classes. The field agent had posed the following question: "Main purpose of the social adjustment class: (a) punishment, (b) rehabilitation or both? Explain." The response was the following:

> Rehabilitation--to effect behavior changes in a socially maladjusted child.
>
> Duties of social adjustment teacher:
>
>> To accept the child and love him while he is trying to effect behavior changes. . . .
>>
>> The teacher is to help each student make as much progress as possible emotionally, socially and mentally while supervising student activites in a laboratory resource center environment well stocked with instructional materials ranging in grade level from 1-9. We suggest among other things educational games, programmed labs, work books, encyclopedias, dictionaries, many reading materials including the Reader's Digest high interest level, low reading level booklets. . . .
>
> Duties of the guidance personnel:
>
>> To help in the evaluation of referrals in whatever way the principal establishes.
>>
>> To work closely with the social adjustment teacher and with the student during the student's time in Social Adjustment.
>>
>> To follow up each case upon release. . . .

A month later the field agent met with the principals of the three schools where the social adjustment classes were to be set up. This was the first occasion on which the three principals had been brought together to interact and discuss, as a group, their reaction to social adjustment classes. Previously the field agent had met with the principal, his staff and the research committee at each school. In certain respects the recommendations that emerged from this meeting went even further in the direction of guidance than those which had evolved from the research committees. Here are some salient points of the meeting as recorded by the field agent:

> That some attempt be made to readjust not only the student, but also the classroom teacher before the problem student reenters the classroom. Perhaps this could be done in a conference between the regular classroom teacher and the social adjustment teacher. The principals felt that this was a crucial area.
>
> That the research committee appointed to study social adjustment classes in each school become a permanent committee to discuss at monthly meetings the progress of the social adjustment class and its students.
>
> All the principals felt that the social adjustment class should be slanted in a rehabilitative direction rather than a punitive one. One principal even stated that before studying the research furnished by the [retrieval office], he felt the class should be one of discipline and punishment. However, he has now come to the realization that rehabilitation would be a more effective and longer lasting accomplishment than punishment would be.

In addition, the three principals asked the field agent to schedule a meeting with four consultants from the State Department of Education representing the areas of math, English, social studies and science to discuss curricular materials for the class.

Meanwhile, as alluded to earlier, some confusion had arisen over the responsibility of the field agent for supervising the operational stage of the innovation. Thus, she found it necessary to clarify her role with the Superintendent. As she noted in an interview:

> I think that Frank [the Superintendent] at first had the idea that I was going to supervise these projects after they got

> into operational stages. But I told him that's not my role. We do the research for you and help you set it up, and then we get out. So, going on this information, he has decided to turn this over to Bill [another administrator]. He's heard of the social adjustment classes, but has no idea of what's involved or what we had done previously. And he has to come up with the recommendations.

This clarification of the field agent's authority over the innovation did not take place until about four months after the first round of meetings with the secondary school personnel, or about six months after the agent had begun working in the district.

Since the administrator who was to take over the project had not been involved in planning the innovation, it now fell to the field agent to apprise him of the spade work that had been done over the past several months. A meeting was therefore arranged. Once again the question of rehabilitation and punishment arose, with the administrator leaning toward the view expressed earlier that the chief function of the classes was punishment. Thus, once again the field agent was confronted with the task of urging school personnel to keep an open mind on the subject and to refer to the research literature before making a final decision about the most appropriate model for the classes. Accordingly, the following interchange took place:

> Field Agent: Some of them at the schools--like the high school--they don't think guidance should have any part in this at all. They see guidance completely divorced from discipline problems.
>
> Administrator: I agree with them.
>
> Field Agent: So . . . but . . . now the other two schools, the junior high schools, they are opposed to this. They think that guidance should at some time during the suspension data, should come in and interview the student, talk with him, get

an indication of his reaction to this adjustment class.

Administrator: Well, now, maybe to that extent, but not to the extent of . . . .

Field Agent: Yeah, and if the class is making a difference, if the child is really being rehabilitated so that he can go back into the classroom. . . . Now, I don't think it's essential that a guidance person be hired for this job as disciplinarian. This is just my own personal reaction, and I'm basing it too on what the teachers feel--that you can get any teacher to come in if she's strong disciplinarian. That's what you've got to have for that teacher. And then draw your guidance department into the program. But I don't see guidance as the person who would be stern with these kids.

Administrator: I don't think so either.

Field Agent: Yeah, that's just my opinion, you know, whatever you want to do.

The field agent suggested that the Superintendent's viewpoint should be further solicited, and that "we will get everyone's viewpoint and then maybe incorporate it into a grand plan, so to speak." In concluding the meeting, the Associate Superintendent mentioned that he would look over the relevant materials and then "sit down and write up some recommendations." At which point the field agent reemphasized the importance of giving the teachers a chance to study the research information:

> Right . . . O.K., Bill . . . let me . . . let's have one meeting with teachers after they've read this research information, if this is agreeable to you. And let me record just like we've done these. And let's look at both sets--before the research and after the research--to see if this made any difference, and then maybe we can write the recommendations up. They may have changed their minds somewhat in how they see this class and its objectives.

The administrator agreed to wait. Finally, the field agent expressed her personal viewpoint to the administrator:

> Personally I'm so strongly with guidance on this class. Because I think that these kids aren't necessarily discipline problems as much as they're just misdirected and misguided so many times. And if you can sit down with them and see what's causing the trouble, and see, you know, what you can do to help them. . . .*

About two months later a meeting was held with curriculum consultants in the SEA. This meeting had been arranged by the supervisor of the retrieval office at the request of the field agent. The principals of the three schools that were to adopt the social adjustment classes and one of the teachers of the classes attended the meeting in the state agency. A few days later the principals and the field agent met with the Associate Superintendent for a final session before the latter drew up the guidelines for the program.

Although much of the discussion in this meeting focussed on procedural matters and reporting forms, some attention was addressed to guidance. At one point the administrator avowed that the guidance staff "would be involved directly in the class and/or after the child leaves the class." Further, the administrator now recognized the need to "get information as to why the child acts as he does," which gave rise to a decision to administer an attitude test. Further, it was agreed that the social adjustment teacher will be the one who will make recommendations to the principal using information sheets as guides "and must talk with the students and try to understand them." In light of these comments by the administrator, it is clear that guidance was no longer to be divorced from the social adjustment classes. Finally, it was decided at this meeting to experiment with three different approaches. One of the

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[1] In reading this case study, the field agent has pointed out that her assertion of a personal opinion "is not in keeping with the (field agent) role as it has finally evolved. I believe that, at all cost, a (field agent)(cont.)

classes would stress the punitive aspect; another class would emphasize rehabilitation through counseling and individualized attention; and the third class would be a combination of both approaches.

Following up on the idea of administering tests to the students, the field agent now requested through the retrieval center that a testing consultant from the SEA make a visit to the district. The consultant arrived about three weeks after the meeting of the Associate Superintendent and the three principals. He recommended that aptitude or interest tests be administered to students in addition to attitude tests. Further, he pointed out that "follow-up activities are necessary not only for retrieving evaluational data of the class, but for the success of the project." According to a summary of this meeting:

> [The consultant] suggested that follow-up activities may take the form of meetings between the social adjustment teacher and all classroom teachers involved with a particular student. These meetings may become idea-sharing sessions at which time the student's problem is discussed and properly diagnosed. The principal should chair these discussions so that the social adjustment teacher does not present a threat to the classroom teachers by presuming to be an authority concerning the diagnosis of student problems. Also present should be guidance counselors who will assist in the follow-up activities. Recommendations should be made during this time for a cooperative effort in handling the student's problem. No one teacher would deal with the student any differently than another teacher. A single approach would be utilized by all teachers in an effort to solve the student's problem.

The consultant also provided the group with a Home Behavior Inventory and a Classroom Behavior Inventory to be filled out for each child, and recommended in addition that the Mooney Problem Checklist be obtained from Psychological Corporation. (This checklist was later obtained by the field agent.)

(cont.) should maintain objectivity in presenting research information to clients and at no time venture personal opinion."

The guidelines that were finally drawn up by the administrator and approved by the Superintendent incorporated a number of the points that had been proposed in the planning sessions with school personnel and consultants. While these guidelines are too detailed and extensive to present in full, certain salient points bearing on the guidance aspect deserve to be noted:

Duties of Guidance Department:

1. To aid the social adjustment teachers in counseling with students and counseling techniques when possible and when needed.

2. To discuss the student's problem with the student before and after the "time" in class--when the student wishes to talk with the counselor.

3. To cause students to feel free and to discuss problems with guidance counselor. This is especially necessary in cases caused by problems outside the school that are transferred to the school environment.

4. To follow up each case after release.

5. To keep a written summary of all conferences with students.

Duties of Social Adjustment Teacher with Assistance of Teacher-Aide:

1. To accept the child and love him while he is trying to effect behavior changes.

. . . .

4. To be able to discipline students but not to the extent that the student will hate him.

. . . .

8. To inform the guidance counselor when needed and to work very closely with the guidance counselor.

It was now considered necessary to acquaint the community with the purposes and operation of the social adjustment classes before the opening of the new fall term, and the office of the field agent was given this assignment. The field agent therefore arranged to be interviewed by the local radio station on a program called Community Report. In addition to describing the objectives and scope of the project, she pointed to the critical role of the pilot dissemination project.

> The student, we hope, will be adjusted better to an academic environment after he has been through this class. We will have guidance counselors working with him to try to determine the problem that he is having, causing him to be a discipline case. We had some research done on this. The retrieval unit furnished validated research information on topics such as discipline, behavior modification, special classes for disruptive students, etc., and this information was used by a committee established in each secondary school to study the feasibility of social adjustment classes. Guidelines for these special classes were then prepared by these committee members. In this way, the class is viewed as an approach toward the rehabilitation of the student.

FIELD AGENT A-2

FIELD AGENT ACTIVITIES IN SOUTHERN COUNTY SCHOOL DISTRICT

Case Studies of the Field Agent's Role in Grouping in Reading, Black Literature, Team Teaching and Guidance Research

The Southern County School District is the most complex and urbanized target area in the Pilot States Dissemination program. It has a total population of 247,650, with a pupil enrollment of approximately 60,000, and covers an area of 945 square miles. The city, which covers an area of 15.6 square miles, has a population of 65,000 and is one of the major ports on the Atlantic. Moreover, Southern County recently consolidated what were originally eight separate school districts in an effort to comply with desegregation demands and to streamline its educational effort. Thus, the field agent occasionally travels as much as 120 miles a day in covering an area that ranges from extremely isolated rural school houses to large comprehensive high schools. Overall, 45 percent of the students are black.

The public school system consists of 54 elementary schools, 8 middle schools, 17 high schools, two area vocational centers and three special schools with a total staff of 4,500, of which 2,500 are professional educators. In addition, the county contains four colleges, a junior college of business and 27 private and parochial schoo

The transition from eight districts to one district left in its wake some long-standing socio-political structures which still form important features of governance of the overall district. Superintendents of the defunct districts remain in ambiguous roles and still exert influence in areas of personnel and administration. With respect to racial distribution, it is estimated that nine out of ten schools in the inner city, and about the same proportion in the rural areas, are predominantly black in enrollment. About a third of the schools in the suburban area are predominantly black.

The district utilizes a county level staff of approximately 250 persons divided into areas of specialized educational concern--special services, technical information, curriculum, music, art, etc.[1] Because the county staff has recently grown in size and authority as a result of consolidation, some problems have developed in gaining acceptance of the county staff role. The lesser known role of field agent confronted even greater obstacles to acceptance and utilization by local teachers and administrators because of the general unfamiliarity with specialists.

A special problem in establishing a clear definition of the field agent's role stemmed from his previous association with the district. He had been employed as Assistant Director of Guidance and Testing for the County School District, and before that had been a principal and a coach. It was assumed that his experience and familiarity with personnel and parents in the district would be a distinct advantage in gaining acceptance and understanding of the project in Southern County. But it soon became evident that prior identification as a staff member tended to becloud the new role definition of a field agent, creating confusion on the part of prospective clients and difficulty in clarifying his specific responsibilities. Thus, requests tended to be assimilated to functions that were performed in prior roles.

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[1] Information resources that were locally available to the field agent included more than 40,000 documents on microfiche (ERIC). Also at his disposal was a portable microfiche reader and a reader-printer.

For example, there were occasions when teachers with problem children tended to deal with the field agent as a representative of special services, asking for needed testing, and so forth. The field agent displayed considerable tact in handling such cases by first dealing with the problem in ways similar to his previous role--that is, by referring the case to special services--then returning to the teacher for the purpose of reorienting her to his new function. Having recently helped her by making the needed referral facilitated this task. Perhaps the key feature of his role in this regard was flexibility in adjusting to the needs and predispositions of clients until they were ready to accept his new function as an information agent.

While it was impossible for us to determine the extent to which the field agent performed tasks associated with his earlier job in the system, it is clear that his previous staff position set constraints that prompted him to work primarily with district level personnel during the first several months of the program. In the first place, the field agent was hired mainly to help the district specialists in the development of curriculum guides and other service tasks, with the expectation that he would work his way down to the classroom level only gradually, if ever.

As the Assistant Superintendent who was his immediate superior in the district pointed out before the program was launched, "We already have people to deal with every kind of problem, but they don't have time to search for information." Secondly, the agent had to gain acceptance of the program by the district level staff because of its being perceived as a threat to their prerogatives in providing assistance and information to school personnel, and in making decisions about innovative practices. Thus, it was natural for the agent to want to demonstrate the central function of the service to these staff members by retrieving information for them. And finally, there was the factor of sheer familiarity with the district level staff and the kinds of problems they deal with. As a consequence of these influences, the agent tended to generate a larger proportion of requests from the district specialists than from teacher or school administrators during the initial period of the service. Not until about the fourth month of the program was the modal category of requests for information comprised of teachers rather than district level personnel. And this month was an exception to the general trend. For as the field agent established a more secure footing in the county, he tended to move down to principals rather than to teachers. In effect, he tended to specialize in administrators (including specialists with supervisory titles, which is quite common in State A) throughout the program while the other field agent in the state tended to specialize in teachers.

A critical phase in the evolution of the field agent's modus operandi was precipitated by unclear guidance from his supervisors, both in the district and in the retrieval office of the SEA. The question tended to center on the extent to which he was supposed to serve as a "change agent" as contrasted with a conveyor of information. (According to our first survey of goals, the project director felt that the field agents should both "encourage schools to adopt new practices without becoming actively involved in implementation" and "actively help schools install new practices or programs." In response to the second survey of goals, conducted nine months later, the director still felt that non-involvement was quite important, but he was now undecided about helping with installation.) This ambiguity in directives gave rise to considerable caution on the part of the field agent, but eventually he worked out his own role definition according to the changing needs of the program. In so doing, the initial thrust of a change-oriented role was to a large extent blunted. Thus, in response to the first goals survey, the field agent indicated that actively helping schools to install practices was rather important, but in response to the second survey (a year later) he indicated that this activity was not even part of his role.

It should be mentioned that the field observer himself experienced some difficulty in bringing this issue out into the open. In fact, he faced an ongoing suspicion that he was looking for something negative in the work of the agent, usually associated with inflating the race situation. The political and social sensitivities in the realm of race relations became acute in certain sections of the county during the period of observation. Thus, efforts of the field agent were sometimes postponed because of possible disruptions in the schools. The agent demonstrated great sensitivity in this respect, however, and was able to keep his role above controversy.

The three case studies of this field agent which follow represent a spectrum of activities. In the first case study, the agent follows a fairly routine pattern of identifying the client's need, retrieving pertinent materials and facilitating a new practice derived from these materials by giving advice about organizational change. In the second case study, when the client expresses dissatisfaction with the material that was received, the agent himself contacts certain experts for further information and guidelines. In effect, he intervenes in a manner which compensates for the inadequacy of the original materials, thereby salvaging his contact with the client. In the third case study the agent calls upon the assistance of an SEA consultant to help the clients install their own "solution" after having failed to motivate the clients to consider the problems more deeply and weigh alternative courses of action based on available research information. In the fourth case study, a guidance counselor calls upon the agent for information to assist her in conducting her own research on the attitudes of disadvantaged children toward their teachers. The research report that eventuated received a good deal of local publicity, enhancing the prestige of the guidance counselor and elevating her to the position of "local expert" on the disadvantaged.

In sum, the first case study concerns an organizational change based on materials retrieved through normal channels of linkage with the information retrieval office in the SEA; the second, a curricular change based on information solicited by the agent from outside experts; the third, an attempted organizational change which was not successful; and the fourth, a change in the role of a guidance counselor as a consequence of publicity received for a local study that was facilitated by materials from the information retrieval office.

Case Study #1

Grouping for Better Instruction in Reading

This case study represents the first example of the field agent's efforts to bring about longer range program change as a result of providing research-based information to an administrator.

The requester in this case was the principal of a local elementary school. The field agent was brought into contact with the principal at a meeting set up by the Assistant Superintendent of Special Services. The Assistant Superintendent had asked the field agent to explain the retrieval office and how it operated. The principal at that time had a specific goal in mind which was to get special education teachers to help solve problems of reading in his school. As a result of that conversation, a request was formulated and sent to the retrieval office in the SEA. The field agent informed the principal that when the materials arrived, he would come by to visit and discuss the materials. When he received the packet of materials, he went to the office of the principal and explained the packet of materials to him. The principal then read the packet and requested certain ERIC documents and journal articles, evincing particular interest in the Joplin Plan.

The field agent went to the district office, retrieved the documents from the microfiche file, and delivered them to the principal on the same day. A problem arose in which the field agent had no access to immediate use of a microfiche reader; however, the Assistant Superintendent of Special Services pointed out that there was a microfiche reader available in his office, and offered to cooperate with the field agent in making it available to the principal. The field agent took the principal to the Division of Special Services, explained the use of the microfiche reader and left the microfiche with him.

Based on the documents available to him, the principal was able to modify the Joplin Plan in such a way that all reading would take place simultaneously in the school allowing the shifting of high ability and low ability students for special classes suited to their needs. The field agent, although not involved directly in this scheduling change, was able to give advice to the principal regarding the process of installing the innovation. Thus, he recommended that members be involved in part of the decision-making process, and made other suggestions related to facilitation. The observer queried the field agent about this procedure.

Observer:	How did the principal respond to you in terms of the things you had to offer? How do you feel he saw you?
Field Agent:	At the outset, I think he saw me as just another member working for the Southern County School District. This concept had to be changed.

Through discussions with the Assistant Superintendent of Special Services and the Assistant Superintendent of Special Education, in addition to the field agent, the principal developed an independent program idea and found that an original request for two special education teachers was no longer necessary. Gradually the field agent withdrew his services. As he pointed out:

> Sometimes you get the feeling that some educators would want you to plan the whole action, give them a plan of action to follow certain procedures, but the situation itself had to be solved by the principal himself. If you want to do something about the situation yourself, you have to come up with alternatives. This also added to a deeper looking into the materials we had retrieved and looking closer at this one particular plan.

According to the principal, they systematically developed a course of reading for all students, reading was taught on varying levels simultaneously and interclass grouping was established. Progress resulting from this plan exceeded the principal's expectations. A local staff newsletter carried this notation about the innovation:

> New Reading Program at Hickory
>
> Frank Moore, principal of Hickory Elementary School, says he believes there is a better way to teach youngsters to read. The program his school is adopting next year will involve complex scheduling so that every class in the school will be working on reading skills at the same time.
>
> The key, according to Mr. Moore, is to spot those pupils who have missed basic reading principles way back in the first or second grades. The idea, then, is to return them to that primary grade for a short time each day until they have grasped the fundamental they missed.
>
> Mr. Moore is quick to point out that you can't put a sixth or seventh grader back in a room full of first or second graders. The solution is to free a first or second grade teacher during the reading period and send all the children with reading problems to her.

Because the whole school will be working on reading at the same time the older pupils will not miss any instruction in their regular classes. And the primary grade teacher will be better prepared to teach reading fundamentals than a sixth grade teacher might.

Mr. Moore expects to have as many as three teachers freed to take the special classes. The major problem, he says, will be scheduling, but he expects that can be overcome.

Case Study #2

Use of Black Literature in English Classes

This case study represents a situation in which the retrieval office with its resources in ERIC and CIJE were unable to return information to the field agent. In this case, the agent took it upon himself to contact sources outside the state in order to facilitate the request for his client. By removing the functions of the retrieval office, we are able to acquire a clearer picture of the working relationship between the field agent and his clients.

Initial contact was made between the field agent and a high school teacher in the district during a presentation on the retrieval office and ERIC resources conducted by the agent at a district-wide faculty meeting. Shortly after the meeting, the teacher came to the field agent's office with a particular concern in the area of black literature. She felt that the literature gave a misconception of how blacks performed. In an interview with the field observer, the teacher indicated that books available to her gave either an unrealistic picture of black performance from a white viewpoint or an unrealistic view from a black viewpoint. It became apparent to the field agent that she was somewhat antagonistic to the underlying viewpoints behind the presentation of the literature.

Specifically, she felt that the materials portrayed negative attitudes that could be destructive if not handled properly. In particular, she was dissatisfied with An Anthology of Black Heroes which included the story of Stagger Lee who was a sort of black Billy the Kid. Such materials, she felt, could have a destructive influence on the minds of children. The teacher was evidently looking for guidelines to apply in teaching this particular series.

The request was submitted to the retrieval office, and the field agent received five ERIC documents, 16 CIJE articles, and two teaching guides. None of these answered the basic questions in the mind of the teacher, however. The field agent then obtained a copy of the series mentioned earlier and identified consultants who had been used in developing the format for the book. He then wrote a series of letters requesting information and guidelines to persons who had worked on the Anthology and to the Scholastic Book Service which had published it. The field agent received an immediate response which indicated other persons to contact who had worked on the Anthology. He also received copies of teacher guides from the Scholastic Book Service. As the agent later noted:

Field Agent:	It was the kind of learning activities involved in teaching the Anthology that really made the difference.
Observer:	It really made a difference?
Field Agent:	Yes, I took this to the teacher, and she became a changed person. She was able to control . . . learning activities.

It was obvious from an extended interview with the teacher that she was quite pleased with the results of her encounter with the field agent. She felt that a very specific, direct problem had been listened to and finally solved. However, while the teacher indicated enthusiasm for the program, she had no intention of using the retrieval system in the future. In other words, there seemed to be a resolution of certain symptomatic problems, but no indication of future utilization of the service.

Case Study #3

Team Teaching: Approaches for Under-Achieving Eighth Grade Students[1]

Prior to the school year 1970-71, the high school where the clients were located served only Negro students with a predominantly Negro staff. Total unification of schools in the district and the rezoning of attendance boundaries changed the student population and faculty. During the 1970-71 school year, there were approximately 1,584 students, of which 987 were White and 597 Negro. The professional staff consists of one Negro principal, two White assistant principals, one Negro guidance director, two White guidance counselors, and 78 teachers, of which 53 were White and 25 Negro.

On January 26, 1971, I attended a Drug Education Workshop sponsored by the school district for Guidance Counselors. During the break, the Guidance Director and a Guidance Counselor from the school mentioned above requested my assistance in helping them develop avenues in working with underachieving and failing eighth grade students. The problem as defined during this brief period dealt with a team teaching approach for underachieving eighth grade students.

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[1] This case study was prepared by the field agent. We gratefully acknowledge his assistance in the development of case materials.

A meeting was scheduled for the following day in the Office of the Guidance Director. In the follow-up meeting I was given a copy of a letter sent to the Assistant Superintendent for Curriculum and Instruction requesting assistance in helping underachieving and failing eighth grade students.

Below is a portion of the content of the letter:

> Will you please read the attached note written by an eighth grade student.
>
> > 'I am a very no good young man always in something which they always say, and I the kind of young man who always have problems on my mine and it worry me so much I can't get my work done, and I don't tell my problems to anyone because they just look at me and say I can't help you. So I let it stay. It's very hard to work with something on your mind, you understand.'
>
> It is typical of what is going on in the minds of probably all of the socially promoted students. These are the people who find no satisfaction in their home lives, no successes in their school work, and who are relegated to companionship with others who are experiencing a lack of success.
>
> Knowing your concern for working with potential dropouts, we, at this moment, respectfully submit that the immediacy of the potential problems of these students who are filled with doubts and anxieties and lack of understanding must be faced. The 1970-71 school enrollment consists of 420 eighth graders and 160 seniors.
>
> We propose for your approval and cooperation, the placing of these underachievers in one section of the building so that a team teaching approach may be feasible. A teacher from each subject department will be carefully chosen to work with these eighth graders. Assistance will be given them through the use of practice teachers from state college who have been involved in classes for the purpose of assisting the culturally disadvantaged and underachieving students.
>
> Our second semester begins next week. Obviously, time for preparation is too brief, but there is the necessity for doing the impossible. Teachers are begging to have certain students removed from their classes. Parents are stating that they feel they cannot force children back into classes if they fail again.

> The 17 year old girl still in the eighth grade is presenting a real problem--just one example.
>
> May we please hear from you at the very first possible moment. We are available for discussion at any time.
>
> [Signed: Principal]

After reading the letter I became a bit hesitant about my services. I had recently had an experience of being involved in a situation where I was not informed of decisions regarding major activities and approaches necessary in arriving at a solution to a problem. However, having reminded myself of this very unpleasant experience, I committed myself to helping these counselors find a solution to their problem.

I first became concerned with the sub-surface or sub-layer need for wanting to establish a team teaching approach for eighth grade students. A statistical document was presented of a number of projected failures ending the first semester. An explanation of this document revealed a two-six weeks reporting period prior to the end of the first semester, listing the total number of students failing during this period and a projected number of failures by the end of the first semester. I asked whether anything had been done besides submitting the letter requesting assistance. The counselor assigned to eighth grade students revealed that she had spoken to several teachers about the failure rate and expressed her feelings regarding a new or different approach to teaching the eighth grade students.

I felt a strong need at this point in our discussion to explain (thoroughly) my role and function as a field agent in the State Information Dissemination Program. We attempted further to define the problem and felt that such a program or approach should include questions regarding relevancy of curriculum, teacher attitudes (human relations), in-service training, flexible scheduling, class size and group size, and so forth. A follow-up meeting was scheduled for February 17, 1971.

After the meeting with the guidance counselors, I met with the principal to discuss the problem regarding the need to provide a meaningful program for underachieving students (eighth grade). The main reason for my visit, however, was to see if the principal was aware and informed of the existing problem. He assured me that he was and gave me the "green light" to provide the necessary assistance.

Upon returning to the office, the request was referred to the Director of Secondary Education for the school district. He too was aware of the situation inasmuch as the letter to the Assistant Superintendent requesting assistance was also referred to his office. We then discussed the problem at length. I assured him that I would keep him informed of the activities and I also requested his assistance when necessary. The request was written and submitted to the retrieval office for processing.

While the request was being processed at the retrieval office, I decided to search our ERIC files for available information. I retrieved three documents on microfiche and printed four document resumés on our microfiche reader-printer. These documents were taken as a sample along with a portable DASA microfiche reader on February 17th for the scheduled follow-up meeting.

At the meeting I explained to the counselors that we have over 40,000 educational research documents on file in the local district recorded on microfiche, the use of the DASA microfiche portable reader and the capability of printing selected documents from microfiche on our microfiche reader-printer. It was my anticipation that the explanation of the immediate services would generate in the counselors an interest in probing many facets of their problem or, in other words, getting them to talk openly and freely on ways in which they could arrive at an organized approach to the problem. This did not develop, as the main points considered by the counselors were centered on the approval of the submitted request--the acting out process, instead of building a foundation upon which to act.

Then I suggested that we needed more information on team teaching approaches and maybe a consultant on team teaching would be able to give firsthand information in addition to the requested research information. This suggestion was agreed upon and I was left with the responsibility for contacting a consultant.

Here again I sought to keep all parties informed. I discussed the idea of requesting a consultant with the Director of Secondary Schools. He was in agreement, and asked that I inform him of the date and time of the meeting. I requested via telephone to the retrieval office for a resource consultant in team teaching. An immediate response was received, giving the name and department of the consultant.

On March 1, 1971, I wrote and requested the assistance of the resource consultant, giving the nature of the request, school and persons concerned, and also stating that the request was referred to the Director of Secondary Schools for the district and that permission to seek his assistance was granted.

The research information was received from the retrieval office on March 3, 1971. I reviewed the information, made additional notations and delivered the packet of information on March 4, 1971. I presented the packet of information for examination to the principal. He showed interest and said that anything to help solve the existing situation would be appreciated.

The packet of information was given to the guidance director. I was informed by the guidance director that the other counselor was out, but that she would review the information and explain it to the counselor explained the information, uses, requesting additional information, and interpretation of the packaged materials.

The following week, I received a telephone call requesting additional documents. I recorded the requested documents, retrieved them from our local files and took them to the guidance director on March 11, 1971. Again, I showed the retrieved information (journal articles and microfiche documents) to the principal and demonstrated the use of the microfiche reader before taking it to the guidance director.

I met with the guidance director and explained the information. In going through the documents I found that many which I felt should have been requested were omitted. I suggested that the other documents based on the document resumes should have been retrieved in order to establish a general frame of reference for discussion with the resource consultant. The suggestion was accepted, and the additional documents were supplied the following day.

I received confirmation March 18th in response to my letter requesting a resource consultant. There were two dates available, March 30th and 31st, 1971. I telephoned the guidance director regarding the open dates. We agreed on March 30th at 10:00 a.m. I telephoned the consultant immediately to reserve March 30th at 10:00 a.m.

On March 20th I received word that the training team for the Pilot State Dissemination Program planned to make a site visit on March 30th and 31st. I was also instructed to set up an activity schedule to include on-site visits and individualized training. Cognizant of the scheduled meeting with the principal, guidance counselors, teachers, students, the Director of Secondary Schools, and the resource consultant on March 30th, I had to do something to ease anticipated tension and cool the atmosphere. On March 23rd I made special efforts to inform the principal, guidance director and District Superintendent of the appearance of the training team in the district and their purpose. I also requested permission for them to sit in the session as observers.

On March 30th, the big day, the training team, principal, guidance counselors, teachers, 10th and 11th grade students, the Director of Secondary Education and myself met at the school to discuss the basic concepts in team teaching and to consider possible solutions to the problem existing with eighth grade students.

The appropriate atmosphere for the session was not set. I assumed the guidance director would take the leadership. However, sensing that the guidance director was depending totally on me, I assumed the leadership role, thus placing myself in a very awkward position. I say awkward because of the failure to perform the elementary task necessary in getting acquainted, in other words, failure to set the proper atmosphere for total group participation. I moved directly in getting the consultant to present his thesis on team teaching. Before breaking up, a follow-up meeting was scheduled to consider the recommendations of the consultants and the results of having studied the research information, and to establish the format for considering solutions to the problem.

I met with the guidance counselors in two weeks to discuss the format and alternatives to the solution of the problem. I then discovered that the recommendations drawn up were not discussed with the principal. What the counselors really wanted to discuss was whether to submit their recommendations to me or directly to the Assistant Superintendent.

I explained that this approach was in complete opposition to the line and staff structure of the district. I also explained that the recommendations should have been written as a proposal listing the reason with supportive data regarding change, design of alternative program, projected outcomes, desired training, staff, cost, and how the program could be incorporated in the existing program.

The counselor assigned to the eighth grade level expressed her concern about not being totally involved with the suggested recommendations. She felt that inasmuch as she was responsible for the eighth grade pupils, this definitely should be her project.

I met with the principal on the same day to discuss the recommendations. He was not aware of the recommendations. He also expressed concern regarding conflicts between the two counselors. Therefore I decided, without further discussion with the principal, to leave the project alone for the time being. During the summer I met with the guidance director concerning the anticipated solutions to the problems. Nothing had been decided because of the increased activities at the end of the regular school year and the beginning of summer school. I met with the principal regarding the project on the same day. He said that the delay was due to many factors, two of which he considered major: (1) conflicts between counselors and (2) cost, as funds were not available for materials and renovations. I reflected that the avenues which should have been taken were not taken, and told him that he should have received a completed proposal for approval. Such a proposal would go through the proper channels for final approval. It was suggested by the principal that I again talk with the guidance counselors in getting them to submit a proposal as to why we need the program and what necessary changes would be needed.

Case Synthesis

The field agent assisted the guidance counselors in the following ways with their problem "team teaching approaches for underachieving failing eighth grade students" through:

1. Submitting, retrieving, screening, and interpreting educational research information on team teaching.
2. Requesting the assistance of a resource consultant on team teaching.
3. Involved key county personnel with information pertinent to the problem and secured his support.

The implementation of the program was delayed because of the various reasons:

1. Conflicts between guidance counselors.
2. Funds not available for needed materials and renovations.
3. Lack of total commitment of the principal as major decisions had to be made by him regarding needed physical facilities.

The principal in my recent follow-up communication indicated that he is still interested and would like the counselors to submit a proposal as to why the program is needed and what changes would be necessary.

The field agent in an attempt to get the program implemented will begin with a meeting with the two counselors and the principal to ascertain their commitment to the program, determine who will be the contact person, and ascertain their views regarding the new program in light of the existing school program.[1]

Case Study #4

What Traits Do Disadvantaged Students Expect Their Teachers to Possess?[2]

Although this case did not result in concrete innovative programming, there is evidence that the use of the information and the methods of the field agent were such that they stimulated a new role on the part of a guidance counselor, thereby enhancing her influence in the district.

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[1] Team teaching never did materialize in the school owing to lack of facilities. Also, it seems that the project was low on the school's scale of priorities.

[2] Our sources of data are oral and written reports by the field agent; extensive interviews with the field agent; an extended interview with the two elementary teachers who initiated the request; and perusal of related material.

The two clients receiving information expressed satisfaction with the results of their contacts with the field agent, and were able to influence attitudes of other teachers and counselors as a consequence of their utilization of the material.

In February, 1971, the field agent first contacted the Superintendent of the district, which is one of eight subdistricts in the consolidated district, and explained to him the functions of the retrieval office as well as his own role. The Superintendent then approved a meeting for the field agent to speak to teachers and principals about the retrieval office. The field agent contacted Mr. Reynolds, the principal at the local high school, and arranged the details for the meeting. It was agreed that the meeting would be set up and scheduled for early March in the local intermediate school. Teachers from the entire subdistrict attended the meeting and thereby were exposed to the functions of the State Pilot Project.

Counselor A attended the meeting and received information and forms for requests. Within two weeks Counselor A submitted a request to the field agent personally at his office for information on the attitudes and characteristics of effective teachers of the disadvantaged. Her interest in this area was stimulated by attendance in a class at a local college, dealing with education of the disadvantaged. She evidenced concern about teacher's attitudes toward children and children's attitudes toward teachers, and ways that teachers could better prepare themselves to teach disadvantaged children. She informed the field agent that she was a counselor in a rural area, and the co-worker on this study with her taught in an urban area. The field agent suggested adding the urban-rural difference as a dimension of the study. The counselor approved of the idea. This focusing attempt increased the accuracy of data selection in terms of more concise descriptors. (The field agent also explained the use of ERIC information sources, the CIJE references and use of the microfiche reader.)

The request was then forwarded to the retrieval office. When the materials arrived from the retrieval office, the field agent scanned them, underlined important aspects and personally took the materials to the counselor. The field agent chose mid-morning as the ideal time for bringing the material. His approach is one of avoiding the beginning of the day because of the organizational problems entailed and of arriving sufficiently ahead of lunch time to allow room for an interview. The procedure for entering the client system (any given school building) is as follows:

1. Greet secretary cordially and ask to speak to principal.

2. Explain to the principal your purpose in being there, in this case that you have a request from the guidance counselor, and you are returning the materials to her.

3. Take time out to explain to the principal the nature of the request. In this case, the principal became interested himself as to the nature of the information. This fulfills two functions. The first is that it relaxes the principal and establishes rapport. The second is that it often makes the administrator interested in the information being delivered.

4. Leaving the principal's office, the field agent locates the person to whom he is delivering the materials.

5. The field agent tries to locate a quiet place in which to discuss the information being returned.

6. The field agent explains the nature of the material, how to use the service, i.e., the CIJE and Ed numbers and how to order hard copy or microfiche.

7. The field agent points out those articles he feels are related to the particular request of the counselor.

The field agent left the materials with the counselor, intending to return for a second visit after she had had time to read them. In this case, however, the counselor once again came to the office of the field agent and requested certain ERIC documents. Ordinarily, the field agent would have taken the materials to the school, made a third trip to get CIJE numbers and Ed numbers for follow-up requests, made a fourth trip with the hard copy and made a fifth trip to discuss the findings. But the apparent enthusiasm of the counselor short-circuited the general pattern. The field agent had complete ERIC microfiche files in his office, which considerably speeded up the process of returning information. The field agent then checked out a microfiche reader for the counselor so she could take them home with her for study.

Some of the articles selected by the counselor were of such pertinent interest that they were copied by the field agent and disseminated on a broader basis to other teachers and counselors. One article in particular, "Tips for Teachers of the Disadvantaged," proved very popular.

This document was written primarily about Indian children for teachers in various subject areas. The field agent made hard copies (printed material) from the microfiche and sent the copies to teachers who had earlier expressed concern and difficulty in working with the disadvantaged. Also, the field agent would carry copies along with him for any new requests related to this area. As teachers expressed concern about working with the disadvantaged, the field agent would draw out the article and share it with the teacher. He found this kind of planning to be quite effective in increasing the diffusion impact of the information. As the field agent explained in an interview:

Field Agent: If the teacher requested the information in a similar area, I would take along hard copies from the ERIC microfiche and discuss this in her area. For instance, one teacher at another high school had trouble communicating with disadvantaged children in the area of social studies. I took the hard copy with me to talk to the teacher.

Observer: You already knew the nature of the request?

Field Agent: Yes, and in so doing, I gave her tips which she could possibly modify in that particular class, and this she did.

Observer: Did you tell her that there was another teacher using the material at some place? In other words, did you present this as something being done by other teachers?

Field Agent: Yes, I always make it known that . . . whatever is happening within the school system through the utilization of research information, I would make reference to the fact that those two teachers had done a study on the disadvantaged.

Observer: So you tried to use models?

Field Agent: I always try to base things locally. . . . There's something going on over here in the same system and the person could modify it to fit the same situation in a different school. What I am saying is that so often schools within the same district don't know what's going on in another school.

Observer: So one of the functions you perform as a field agent is to cross-fertilize between schools within the district?

Field Agent: Yes, I call it good news of the retrieval office.

After studying the material received from the retrieval office, the counselor and the school teacher working with her developed a questionnaire for measuring attitudes and expectations of disadvantaged students toward their teachers. They decided to administer the questionnaire in a rural school and in an urban school to both disadvantaged and non-disadvantaged children. The field agent removed himself from the scene during the period of construction and administration of the questionnaire. This move seemed warranted by the enthusiasm expressed by both the counselor and the teacher working with her.

The results of the survey revealed no difference in the proportion of students in the four sub-groups who checked certain traits of teachers as being "expected." Examples of the traits listed are "alertness," "fairness," "friendliness," "warmth," etc. The students were instructed to indicate whether they "always expect," "sometimes expect," or "never expect" each of the 20 traits in the checklist. Apparently there was no recognition of the dual meaning of the verb "expect," namely, to anticipate and to desire. Thus, it is impossible to interpret the responses of the students to this survey. Further, the fact that different types of students did not have different "expectations" was in all probability due to the normative abstractness of the traits listed.

Nevertheless, the researchers "concluded" as follows in the final paragraph of their report:

> There is no special mystique involved in teaching disadvantaged students. To be sure, educators and particularly teachers need to look at and study the nature and needs of the disadvantaged student, but we need to look harder at ourselves and our attitudes toward people who are different. We believe the feelings, wishes, desires, hopes and dreams of the disadvantaged students are like those of any other students. Their capacity for frustration, humiliation, disappointment and rejection is not greater than anyone else's.

Immediately after the completion of the study, the counselor and teacher brought the results to the field agent, at which time the field agent interviewed the counselor. Here are some excerpts from that interview:

Field Agent:	What was your reaction to the information supplied to you? How could you use this in helping to solve some of the problems in your school?
Counselor:	Well, the information that I received from the research material was very helpful to me; not only to me, but also to Beth Jones, a teacher at another school in an economically depressed [inner-city] area. We were in a class under government program at the [local college] and we were discussing, in seminars, the disadvantaged student so we could become much more familiar with their dislikes, anxieties, frustrations, and so forth, so we could fulfill the duty of the school which is to develop students to become useful citizens in the world in which they live. We have the greater percentage of children falling in this category that was described by the Title I program. . . . We therefore decided that we would do our research project on 'What are the traits the disadvantaged expect from the teachers?' We also decided after reading the microfiche such as Cody, etc., that there are certain traits a teacher must possess in order to be an effective teacher with the disadvantaged.

We wanted to know how true their assumptions were. Therefore, from the literature we formulated a 20-item analysis questionnaire with two open questions. One of the open questions was this: 'Which traits would you add to the list?' The second was: 'Which trait do you consider most important?' We ran this in the rural economically depressed area and the inner city economically depressed area. Then, we correlated the data within the school. We had 80 of each in each school--there were 80 disadvantaged, those that fell under the Title I program in some respect; and then 80 that did not fall under this category. Therefore, we had a total of 320 students. . . .

Field Agent: Tell me, Mrs. Gordon, how do you and the teacher in the inner-city school plan to use the results of your study in helping the students in the inner-city and students in the rural community who are classified as the disadvantaged student living in a different locality as compared with students in the same building who were classified as the non-disadvantaged student.

Counselor: Well, Mrs. Jones at the inner-city school plans to give the counseling staff a copy of her report because she is a science teacher there and these results, when she gets it, will be discussed in a conference with the counseling staff. Mrs. Jones is quite sure Mrs. Smith will utilize the material. But I am in a little better position because I am the guidance counselor at my school and I am not going to work with the material directly with the student, but indirectly for the student because I plan to use the material after the data supports that there was not very much distinction between the desires and wants, etc., of the disadvantaged group and the non-disadvantaged group. We concluded that there was no mystique in dealing with the disadvantaged; they wanted the same things, about the same percentage, as the others but maybe their desires in class were the least bit more vivid and one could see it more than with the non-disadvantaged--but basically, the desires were the same. . . .

So, what I plan to do is usually the principal and I will get together and decide what would be our possible theme for professional faculty meeting, and we would kick off the school year with maybe three professional faculty meetings about the disadvantaged and then I would come back and get some of the same materials that I used and went through and assign them. Since we would need certain people to read and let them report on it and get the reactions of the entire faculty in for a meeting and that would be a nice way for the teacher to know and learn and understand some of the things as to what some of the children expect from them. The microfiche "Tips on Teaching the Disadvantaged" covers the high school grades; therefore, the subject matter teacher also will pick up some tips for teaching the disadvantaged that will not let the disadvantaged in the class become frustrated, disillusioned, depressed or just give up and forget about it. That's what I really would like to get over because in some of the counseling sessions, so many of my seniors do not understand. 'Sometimes they ask me a question and before I can answer them they call on someone else. If you can't answer in class quickly you just don't get any grade except a flat zero.' We have a rather young faculty and maybe they haven't been exposed to teaching the disadvantaged because this is new and so many colleges do not have this in their curriculum and maybe the assignments are above their heads and the requirements are also because in our area you have to attend errands for the children and come to the city to pick up certain things. Sometimes the teachers do give the children assignments during the week for two days later and there is no weekend and so many of the children are on welfare and Social Security. Most of them are welfare students and the check doesn't come but on the third of the month and some of them come to me with complaints like that. So, I thought this would be a very tactful manner in which to approach the teaching of the disadvantaged students. . . .

Field Agent: How do you think the utilization of research information could benefit or help teachers?

Counselor: I think the teachers would benefit from it just as much as I did. The microfiche gives you just about everything--it even pinpoints information, and it gives you so many facts to correlate that if you are really in a profession you should use. To be a good teacher, you formulate your materials with facts, just like any specialist, the kidney specialist, or the heart specialist doing the transplanting, we will be molding the next generation of the Americans and this is the material we have to mold. Therefore, we get these tips and take on the responsibility that it is our job to transplant these people and mold them into what we want the next generation of Americans to be and without the information we get from here, we just could not do an effective job. . . .

Field Agent: Did you find from the content of the research information where one research study conflicted with another study?

Counselor: All that I used hit on the same general field. Some of them did not mention certain trait on the questionnaire as such but the ideas would cover about the same thing. Quite a few of these used the word 'empathy.' Also, that was a new word for some of the tenth graders and we defined the term, yet it just seemed to many that this was not so important to them as the honesty and respect for others. When we told them to list characteristics or traits that we did not add to the list, one thing puzzled us. It was this phrase 'teachers respect for themselves.' We had on the list 'respect for others' and quite a few added the other phrase to the list and it was only on the tenth grade level. But, that came up and this is something we have to look into and it was very interesting. So we'll have to watch our tenth grade teachers--it is definite that there is something we haven't been picking up that is happening because it came up on the 89-10 group and the non-89-10 group.

Based on the study and the information which emerged in the interview, the field agent suggested publishing the results of the study in the local newspaper. The reasoning behind this was as follows:

1. It would increase knowledge about and status related to retrieval office activities;

2. the questionnaire was an excellent supplement to in-service training in local schools for teachers of the disadvantaged;

3. it would help to make clear a model for the use of research-based data;

A side effect, unexpected, was that the counselor's impact on the school and role in the district would be altered through publication of this information.

The article that was published in the local newspaper was the following:

Survey Reveals Student Attitudes

> All types of Southern County students--white and black, advantaged and disadvantaged, rural and city--have much the same attitudes toward their teachers, a study shows.
>
> The study was made last school year by Mrs. Beth Jones, Orkin High School biology teacher, and Mrs. Francine Smith, St. John's High School guidance counselor.
>
> The two women got questionnaire answers from 320 students, half in urban schools, half in rural schools.
>
> The urban and rural groups were each half advantaged children and half disadvantaged.
>
> The standard they used for disadvantaged students is that defined by the U.S. Elementary and Secondary Education Act--students with poor academic records from families with less than $3,000 yearly income.
>
> Mrs. Jones said they expected to find differences in attitudes between urban and rural and advantaged and disadvantaged students, 'but our hypothesis was disproved.'
>
> Asked to rank certain traits as those they expected in their teachers, the children in all groups gave similar answers.
>
> Nearly all students expected teachers to show them respect and 81 to 89 per cent in all groups expected their teachers to be honest with them.
>
> On the other hand, less than 50 per cent felt their teachers kept confidences.
>
> 'I think that possibly students think we discuss them among ourselves and even out of the profession,' Mrs. Jones said.
>
> The students were also asked to list any other desirable traits which were not listed on the questionnaire. Many who did so added 'self respect.'
>
> 'That was the one thing that really stunned us,' Mrs. Smith said. 'They were accusing teachers of having no self respect!'

> Other traits which the students rated as desirable in their teachers included empathy, politeness, lack of prejudice and cooperation.
>
> The study was made for a report Mrs. Jones and Mrs. Smith made to a seminar on urban education last year at [local college].
>
> William Gibson, director of the Southern County School District's Technical Information Office, helped the two women find the research materials on which they based the questionnaire.

What had begun as a study of pupils' "expectations" of their teachers (a term so ambiguous as to be useless in questionnaire design) became a study of pupils' perceptions of their teachers when reported in the newspaper. Thus, while the survey found that less than half of the pupils "always expect" their teachers to "hold a confidence," which probably meant that the pupils wanted teachers to hold confidences, the article asserts that "less than 50 percent felt their teachers kept confidences." The counselor then attempts to explain this misinterpreted datum.

Perhaps the most important function that occurred as a result of this study was the reorientation of the role of the counselor in the school district. Until that time, the counselor had been performing in a primarily facilitative role within her school as a specialist in scheduling and specific psychologically-oriented problems. As a result of the publication of the study, the counselor was looked upon as a local expert in the field of working with the disadvantaged and human relations in the classroom. Her role function moved from within-school problem solving to district consultation made available to teachers in the area of disadvantaged and human relations. Originally, the counselor had intended to present the material (results of the test) to a district-wide meeting of the staff in the fall. Because of scheduling difficulties, the counselor was not able to make the full presentation until spring of that same school year following the administration of the test. Therefore, her impact was lessened because the school year was coming to an end rather than just beginning. Due to the publicity achieved through the article in the newspaper, however, many teachers began coming to the counselor as a resource person to ask for assistance.

This case study represents a way in which activities of the field agent acted to increase the "validity" of a counselor and a teacher so as to effect increased utilization of research-based data. The science teacher working with the counselor in a separate school has begun to work with the school guidance counselor to implement changes based on data collected in the study. This has effected a change in the role relationship of the guidance counselor in that school. As the field agent summed up the experience:

Field Agent: Really, it only does one thing. It helps the counselor do the task that the counselor was employed to do. That is, to be a consultant to the entire school. The role of the counselor has been misinterpreted, misused.

Observer: Do you see the counselor as having moved along a continuum toward becoming more of a consultant as a result of this experience?

Field Agent: The mere fact that the teachers began coming to her for assistance in working with disadvantaged children . . . and this is where we are now with what goes on in a local school district as far as a facilitator being there in the role of change agent, utilizing an information base [retrieval office] providing all the information relating to that topic.

Observer: You linked her to that information.

Field Agent: Being able to talk through with her, being able to get her to talk to me about what she would like to do. . . .

CASE STUDIES IN STATE B

FIELD AGENT B-1

THE HAZELTON DISTRICTS

Case Studies of the Field Agent's Role in Teacher Evaluation, Individualized Introduction, Guidance Classes, and Grading

Hazelton is a small town in an agricultural pocket with a stable population of 4,110. It is regarded as a depressed area because its economy is based on the processing and distribution of agricultural products, which is seasonal. It is essentially a working class town with a sprinkling of business and professional people. The four school districts are unconsolidated. Districts #1 and #2 are small, with a combined enrollment of 202 in 1970, and semi-rural, being located on the outskirts of town. District #3 consists of three urban elementary schools; and District #4, of Hazelton High School (with 33 teachers) which receives students from Districts #1 and #3. One superintendent administers Districts #3 and #4, so he is responsibile to two school boards. Our concern here is with these two districts.

Districts #3 and #4 are generally conservative. For example, the high school operates on a traditional schedule and only the English department has reorganized its course offerings to allow students more choice. (Forty percent of the teachers have been there more than 10 years.) What changes do occur need to be wrought within the limits of the budget for the voters are unlikely to accept higher taxes. In fact, a recent major change was prompted by the concern of the Superintendent, Mr. Chandler, to make District #3 function more efficiently. A year ago the three grade schools and the kindergarten which was housed in a separate building were reorganized so that each school specializes in a few grades. All the district's K-2 classes are now in a former 1-6 building. Similarly, all the 3-5 classes are now in a former 1-6 building. Elm School, which used to have 1-6 as well as all the district's seventh and eighth graders is now nominally a junior high school, with grades 6-8. Among other things, this reorganization permits more efficient use of the resource and special teachers.

Within the high school, where about half of the graduates intend to enter college, the student-advisor system was recently reorganized after students and teachers were asked to evaluate the guidance department. Now each student can choose a teacher to be his advisor. In addition to helping with registration, the advisor meets with the students, both individually and in groups, to discuss personal and academic problems. These meetings occur as need arises and may take place in the teacher's home.

Other changes are occurring on a more subtle level. Mr. Adams, the counselor, feels that he has gained more freedom over the years for his guidance programs without stepping on the toes of teachers and principals. Mr. Steinberg, an eighth grade teacher, feels that teachers' attitudes are changing in regard to discipline inasmuch as they are willing to be less strict and severe. This has evolved concomitantly with physical changes in the classrooms. Tables and chairs have been substituted by some teachers for desks that were nailed in place so that now students can sit in groups rather than rows.

In sum, although Districts #3 and #4 are conservative they are not stagnant. Individual teachers who are willing to initiate change are making headway. The school board governing the high school watches the curriculum closely and seeks change which will allow the students to perform better on achievement tests.

The field agent has been quite active in Hazelton, handling at least twenty requests for about a dozen clients during the service's first year of field operation. The focus here will be on four clients, but before examining their requests we shall discuss several other clients briefly in order to illustrate how the field agent gained acceptance in the Hazelton districts.

Gaining Entry and Establishing the Acceptance of the Service

A newly formed innovative program cannot always be explained easily for it consists mainly of a set of abstract ideas with no real examples of service to illustrate the ideas and give them life. Some educators interpret the concept of an information-dissemination service very broadly, and Mr. Chandler was one of them. Like other superintendents, Chandler received a letter from the IEA which described the availability of the new service and was introduced to the field agent at a county superintendents' meeting. Shortly thereafter, Chandler asked the field agent to visit him to discuss a particular problem. This was just at the time when the field agent was beginning to contact superintendents to tell them about the service in person.

Chandler is a broad shouldered man with a casual stance, rolled up shirt sleeves and a soft voice. He has a masters of education degree and a certificate in administration. He is forty-four years old and has spent twenty-one of them in education. He belongs to the state and national education associations and the state administrators' association, attending meetings of these groups when he can. At the time he asked the field agent to visit him, he was in his first year as Superintendent in Hazelton.

Chandler explained to the field agent that money was in very short supply in the Hazelton districts, and that one way to make more efficient use of the money that was available would be to consolidate. But the voters were unlikely to accept consolidation unless a strong economic case could be made for it. Chandler himself, as the only officer on the district level, did not have the time to do the cost-benefit analysis to build such a case, so he wanted to hire an administrative assistant to handle this problem as well as other projects. But there was no money for hiring an assistant, and Chandler did not know where or how funds could be obtained for it. He was certain that somewhere, somehow, funds could be tapped for this purpose. Since the letters introducing the dissemination program had stressed its service aspect, Chandler, in effect, challenged the field agent to serve him by identifying funds for an administrative assistant.

After spending some time making sure he understood what Chandler wanted, the field agent said he would see what he could do. Later, the field agent felt that what Chandler said he needed did not really reflect his problem, and yet he was uncertain about how to probe into the problem. Hindsight suggests that Chandler was after any solution that would have allowed him to make better use of existing funds. In this framework one solution was the hiring of an administrative assistant. The field agent sensed this situation, but at the time lacked the sophistication to define it. He asked the IEA Superintendent to discuss the request further with Chandler because that would bring a skilled administrator's perspective to it. After the IEA Superintendent talked with Chandler, the request was referred to the retrieval specialist who located a university extern program that might help Chandler. For unknown reasons, however, these efforts came to nought. Either it was not feasible for Chandler to recruit an assistant through the extern program or he decided not to do so after all. The latter is probably the case, because Chandler commented on the user's form sent out by the dissemination service that he did not regard the information provided by the retrieval specialist as useful, being too simpleminded and not sufficiently specific for his problem.

Chandler's early request and the way in which he challenged the field agent to be of service had three consequences. First, it did not allow the field agent to fully explain the service on his first visit to Chandler. Second, since Chandler's need was not met, the field agent lacked a firm basis for returning to him and soliciting his further interest in the service. Third, it was one of several early experiences which led the field agent to concentrate on those requests where he felt he could accomplish something rather than trying to involve all districts immediately in the service. He thought that this strategy would provide him both with experience and examples of how the service could help educators, and thereby give him some talking points when he resumed his practice of calling on administrators to publicize the service. During this phase the field agent worked on requests stimulated by early contacts and the presentations he had made at county meetings.

The field agent received his second request from Hazelton five months later when the Elm School principal invited him to come for a visit. The field agent took advantage of his presence in Hazelton to visit a college friend, Mr. Banfield, who was teaching in the high school. Banfield is an exuberant leader who fits the image of a student body president. During his three years of teaching he has been experimenting with classroom innovations and has become active in local teacher negotiations. When the field agent visited him, Banfield was chairman of a district committee that was seeking to establish summer incentive pay programs for teachers. After the field agent explained his job, Banfield immediately asked for information in two areas. The first was on administrative procedures for incentive programs, such as criteria for screening applicants. The second was on mini-courses. In addition to filing searches for Banfield, the field agent wrote letters to other schools inquiring about their incentive pay programs.

The field agent expressed considerable interest in the development of the incentive program and the functioning of Banfield's committee. Banfield mentioned that the committee would be meeting later in the month, that Chandler and the high school principal, Mr. Lind, would probably be there for awhile, and indicated that the field agent would be welcome to come.

After being introduced at the meeting, for the most part the field agent quietly observed, making only an occasional comment or inquiry. Banfield functioned as a strong leader who knew what he was talking about, but was careful to elicit the views of the rather reticent committee members. Chandler and Lind came with apologies for being late, and contributed a few suggestions to the discussion on how the summer program was to operate, assuming that the voters would not force a trimming of the budget. The administrators were especially concerned that teachers who participated in the program keep regular "office" hours at school rather than working at home. This would be a protection against citizens who might be critical of the program because they saw a teacher outside of school when, in their minds, he should be in school working.

Chandler had to leave the meeting early. But Lind stayed to the end, and afterwards the field agent introduced himself to the principal. He explained his job to the principal, which led to a half-hour conversation. Lind immediately said that he could use information on two topics. The first was developing an ecology curriculum for ninth graders; the second was on teacher evaluation and recruitment. The field agent happened to have a PREP packet on the latter topic in his briefcase as part of a set of sample materials which he used in describing the service to the uninitiated.

The casual meeting with Lind, and his visibility to Chandler on the same afternoon, appears to have marked a turning point in the field agent's relations with Hazelton. A month later the field agent met for an hour with the District #3 and #4 administrators, discussing the service, reviewing his work in the district, and drawing them out on their plans for the summer. Although this meeting did not generate any requests, a week later Chandler came to the IEA and discussed teacher evaluation with the field agent. A district evaluation committee had been appointed, but it had difficulty beginning its task because it lacked leadership. Chandler wanted information on teacher evaluation models and procedures that a committee might follow in arriving at a district plan. He hoped that such information would act as a catalyst to start the committee on its work. Also, he wanted the field agent to work with and guide the committee toward its goal.

Chandler's request is noteworthy in view of his dissatisfaction with the way the field agent had handled his first request six months earlier. The Superintendent had written on the user's form that he did not think the field agent was prepared to give help, that he was not creative, and that he had not helped Chandler dig into his problem. Apparently the field agent's subsequent activities led Chandler to see him in a more favorable light, at least to the point where he was willing to make a second request. It would also appear that the field agent's deliberate presence at the meeting of the incentive pay committee gave Chandler an opportunity to see how he might be utilized in addition to bringing information.

Chandler's request led the field agent to realize that concern about teacher evaluation was widespread in the county. This realization, coupled with the need of Chandler's evaluation committee for something that would get it started, gave the field agent the idea of organizing a one-day workshop on teacher evaluation to be held in Hazelton on the state in-service day. Also, to supplement the information retrieved for Chandler, the field agent wrote to fifty schools (with the aid of his secretary) throughout the state, requesting copies of their teacher evaluation forms.

After the teacher evaluation workshop, the district evaluation committee, which now included Banfield, had enough material from which to select items for an evaluation form that most teachers found acceptable.

Apparently it was able to function by itself, with some guidance from Chandler, for the Superintendent never called the field agent for further assistance. It is quite possible that Chandler asked Banfield to be on the committee after seeing him operate as chairman of the incentive pay committee; and with Banfield present, there would be less need for the field agent to come and spur the committee on.

With his work on Chandler's teacher evaluation request the field agent gained a firm foothold in Districts #3 and #4. Now his problem there was similar to the one he faced in several of the larger districts, namely, to devise publicity strategies that would reach all teachers, not just a handful, and that would give all teachers the same information about the service and the procedure for making requests.

The history of the field agent's acceptance by the Hazelton superintendent indicates that dissatisfaction with a field agent, especially one new to the job, is not necessarily permanent. If opportunities arise for the client to see that the field agent can be of service, then he is likely to change his opinion and make another request. In this instance, the field agent actively sought opportunities to be of service in Hazelton, which allowed Chandler to see him in action.

Mr. Lind, Mrs. Searle, and Individualizing Instruction

Mr. Lind, a white-haired gentleman in his mid-fifties, has been principal of the high school for fifteen years. At the end of the present school year he will leave the principalship to become the administrative assistant whom Chandler has been seeking. Although Lind has been in education for twenty-four years he has worked in only two districts. He belongs to the local, state and national education associations as well as to two organizations for administrators. He is a friendly, cooperative individual who was so struck by the benefits of the service that he went to considerable lengths to supply the data requested by the evaluation team.

Lind is neither an innovator nor an early adopter, partly because he is isolated from the external influences that help bring about change. But he is receptive to change and concerned with strategies for broadening the horizons of his staff. As Lind said of the teachers:

> The faculty is quite conservative. They have to be sold. It takes time. Except for some new staff members who are too much the other way. But they are softened by the others. I have a well-experienced staff.

As a result of attending a conference last summer, Lind became interested in individualizing instruction. He began encouraging his teachers to think about it and found that some in the math and English departments would be receptive to information on the topic. Also, a scheduling problem allowed him to suggest to Mrs. Searle, an English and foreign language teacher, that she undertake a grammar course which would allow students to learn at their own pace. When school resumed in September, Lind invited the field agent to discuss individualized instruction with him. By this time he felt the need of learning more about individualized instruction himself, as well as orienting his teachers to it, because he had received an invitation to attend a conference on the topic in December. The field agent agreed to acquire pertinent information that could be made available to teachers for "broadening their scope of vision." Lind then introduced the field agent to Mrs. Searle who had some needs in regard to her experimental course.

Mrs. Searle had been teaching at the high school for ten years. She has an MA in the teaching of a foreign language and keeps herself up-to-date professionally by subscribing to the Modern Language Journal. In addition, she receives periodicals in the language which she teaches and puts them on a classroom table for her students. Sometimes, during the summer, Mrs. Searle and her husband take students to the country whose language she instructs. Mrs. Searle is ladylike, thoughtful and genteel in manner. She does not exude the aggressive self-confidence typically associated with educators who are willing to experiment. But she is receptive to new ideas, and with enough encouragement and support from others, as we shall see in the case of the grammar course suggested by Lind, is quite willing to experiment.

That Lind was able to suggest such a course reflects the changes that the English department had been undergoing. Several years ago the students complained about the repetitiveness of the English I-IV sequence which did not allow for electives, and asked to take "challenge examinations" which would exempt them from a part of the sequence. Also, the school board was concerned about the low test scores of the students. The English teachers explored what English departments in other schools were doing and learned that it was possible to offer students certain choices within the framework of required courses. The English offerings were reorganized, although not without trials and tribulations, so that each semester the students could take one required course and one elective. Mrs. Searle offered to teach a grammar course as an elective, and as a result found herself with five class preparations for the coming school year. In addition to the grammar course she would be teaching an English course and three levels of foreign language.

Mrs. Searle felt that five preparations would be too much for her, so she asked the principal whether her schedule could be changed in some way. Lind asked whether she would be willing to teach two grammar classes. After expressing some doubt about whether enough supplies were available and whether students would benefit, Mrs. Searle agreed to try it. Lind then said, "I'd like each (student) to work at his own rate (in the grammar classes)." Mrs. Searle was receptive to this idea for she thinks "Mr. Lind is just wonderful." Further, she had enjoyed her one experience in her own educational career which allowed her to learn at her own pace; and she had read about this approach in the Modern Language Journal.

Mrs. Searle and Lind then discussed the possibility of an individualized grammar course with the other English teachers. Mrs. Searle reported:

> They decided to try it (and now) the English teachers are waiting for me to make the experiment and report on it. I will make a report. Grammar is a good one to start with because it has a right and a wrong.

In this way, then, Lind was moving toward his goal of having teachers consider individualization of instruction. He commented, "I'm sold on individualizing...That's one of our goals--to humanize."

During the summer Lind gave support to Mrs. Searle by going with her to the Instructional Material Center and helping her to select appropriate materials. He suggested further that she limit herself to basic grammar and not go into other aspects of English, such as vocabulary development and the use of the dictionary.

Mrs. Searle structured her course by extracting only the basic grammar from a text and developing this into twelve study units. Her plan required each student to work on the first unit until he passed a test before moving on to the next unit, for she did not intend to give any failing grades. Also, she planned to give a test to the students at the beginning of the course to see what they already knew. For this purpose she ordered a comprehensive grammar test which never arrived, probably because some orders had to be cancelled when the voters forced a cut in the budget. Mrs. Searle then devised her own pre-test. All students failed it, which led eight of them to withdraw from the course. Mrs. Searle was very discouraged; also, she had not yet accumulated enough materials for developing an individualized program of instruction. She discussed these matters with Lind who was taking a keen interest in the course. Despite his help, Mrs. Searle "...felt inadequate. So I asked Mr. Lind whether I could talk to someone. I hate to go blindly. (The field agent) came immediately and sent materials."

Mrs. Searle's meeting with the field agent came about after Lind had discussed individualized instruction with him during the first week of school. At that time Lind suggested that the field agent join him for lunch in the school cafeteria. There he guided the field agent to Mrs. Searle's table, making introductions by saying, "We've been talking about some of the things you and I have been talking about." At that, according to the field agent, Mrs. Searle "perked up and I listened to her and tried to figure out how she fit into Lind's scheme."

Mrs. Searle described her difficulties to the field agent who, in turn, made several suggestions and promised to bring her appropriate material. One suggestion was that she should explain to her students that the course was experimental, what it was she was trying to accomplish, and that the principal supported her efforts. Mrs. Searle appreciated this suggestion but was shy about acting on it. As matters turned out, the principal performed this task for her one day when he took her classes because she was ill. Lind explained what was being attempted in the class, asked for the students' support, and said that this was their opportunity to participate in something new. Since then Mrs. Searle had been discussing procedural matters with her students, such as standards for grading.

The field agent's visit had much the same effect on Mrs. Searle as a life preserver for a drowning person because at the time she was experiencing a severe loss in confidence.

> I was low and upset--I had lost...eight out of twenty-eight (students) after the first exam...The field agent brought me up (by saying)that others are (experimenting with individualization). This time (at the beginning of an experimental course) is hard...you are losing the scared (students) so (the field agent) said let them in on it... It helped all of us to be encouraged. The first week was scary. (Now) the kids are really great. Some days they don't work if they are ahead so they rest and I don't say anything if they are not causing any trouble...It's good to talk about (the experimental course).

Through the field agent's visit Mrs. Searle not only regained some of her confidence, but came to realize that other teachers who were experimenting with new teaching methods were probably suffering the same difficulties.

Toward the end of September, about two weeks after his first meeting with Mrs. Searle, the field agent again had lunch with her. At that time they discussed the possibility of her visiting a school on the state in-service day to observe individualization of instruction. The field agent said he would supply her with names of schools. He also offered to send her a set of sample work books as supplemental material for students who completed their assignments early. Mrs. Searle was unable to visit the school identified by the agent because she was told that all of the teachers would be gone that day. She was welcome to visit them at another time, however.

The field agent mailed the sample work books to Mrs. Searle and in November went to Hazelton to give her ERIC asbstracts. Mrs. Searle was unable to see the field agent when he arrived, however, so he asked the principal to give her the abstracts. This was the first time he had asked an intermediary to distribute retrieved information, but he thought it would work in this instance. Lind was keenly interested in helping Mrs. Searle, and by now he was familiar with the structure of the abstracts and with ordering micro-fiche, having ordered some for his own use, so that he would be able to assist her in using the abstracts. Mrs. Searle did not mind this procedure for she thought it unnecessary for the field agent to deliver materials in person: "Mailing is fine after the first contacts (with him)."

Mrs. Searle sought several things from the materials supplied by the field agent.

> (I wanted to) find out what other schools are doing, how they are implementing (an experimental grammar course), and how they grade because I wanted a no fail system. I might be too high in my grading. I require 85% for a C and 90% for a B. No test can be under 90% for an A, but(students)can retake a test later and raise their average...We've discussed (grading in class) and (the students) helped, but there was no decision. One class wanted to have (the grading) lower, but I felt the grading should be the same in all classes...(The information received from the field agent) did not change the grading strategy, but gave me confidence that others were doing it in this way. I hope to improve...I'm picking up other people's problems and their thinking on ways to overcome them.

Mrs. Searle also hoped that what the field agent gave her would augment her instructional materials.

> I need something for the kinds who finish during the last few weeks (of the semester) when it is too late to go to another class. I'm thinking of using the work books (supplied by the field agent) that prepare them for the college boards.

Of the information aspects of the service, Mrs. Searle said, "I was pleasantly surprised to know that a person could sent out requests to all over the country to find out about other experimental programs, and with evaluations (of them)." If there had been no service, Mrs. Searle would

> ...have written letters to identify schools that are doing anything in the area. But it's a problem then if the schools are a long distance off...This way I can read in my spare time.

The way in which Mrs. Searle met the field agent, and the positive effects of his visit, suggest that the field agent can become a continuing source of support and resources for a principal who is trying to encourage teachers to experiment. This can serve a number of functions. First, when the principal makes the contact between a teacher and a field agent the teacher is served notice that he is taking positive steps to help with problems attendant upon change. Second, the field agent as knowledgeable outsider can tell an experimenting teacher that his problems are not unique, but commonly arise when something new is being tried. Thus the teacher need not look to his own inadequacies nor to the principal as a source of his problems.

What still needs to be assessed is the extent to which local sources of information complement the national sources (e.g., ERIC). For certain kinds of problems the "cosmopolitan" sources provide the theoretic background and the evaluation of alternative solutions while the local sources provide the practical information. Thus, in the case of at least two teacher evaluation requests, the cosmopolitan sources gave clients the theoretical background with which to review teacher evaluation forms utilized in neighboring districts, and criteria for choosing components of several forms that suited their own needs. This same kind of interplay between the more abstract cosmopolitan sources of information and descriptions of local practices influenced the efforts of a grading committee, which will be discussed at the end of this section, in developing alternative grading practices.

Although the field agent is housed in the IEA, Mr. Lind perceives him as a resource on a par with the SEA. He commented,

> We don't get much from the SEA. It's a red letter day when someone from the SEA comes in. We need new contacts... The field agent becomes like an ERIC file himself. He knows what other districts are doing and this is valuable to know. He is the SEA--he has access to avenues of information we don't have.

Lind went on to indicate that it is equally a red letter day when the field agent makes a visit.

> The other day (the agent) called, said he wanted to see several teachers, and afterwards the teachers were enthused that he had looked them up personnally. It made them feel important.

Lind credits the field agent with much of the effectiveness of the service, especially the personal touch he brings to it.

> I have too much paper work. If (the service) were by mail I would be prone to let it slide. You need the personal contact. I become enthusiastic as I talk to (the field agent) so I can hardly wait for the materials to come back. He's a spark plug...The teachers can attach ERIC to a person now. If I were to tell them about ERIC they would pass it over...

Much of Mr. Lind's enthusiasm for the field agent was sparked by the way he handled a rather vague request. Lind was interested in developing a philosophy and set of objectives for his school, but had great difficulty articulating his need. Apparently the field agent helped Lind to his satisfaction.

> (The field agent) grapsed pretty well. He's very perceptive. I like to talk with (the field agent) rather than put something on paper. He can change my request...make it more specific. I was very inconclusive on goals and objectives for the school. He could pinpoint this. He gave me information from studies done by schools back east. One had done a community study and all this got me to thinking. We are now working with the school board to have them formulate goals and objectives for themselves. Last week we got a commitment from them on what are the priorities for work. The first thing is a curriculum study which then becomes one of our goals...Without my impetus in going to the superintendent and then the school board this would not have happened...(The information helped)--for example, a school back east decided that a certain percentage of its students would go into voc.ed. and another percentage on to college and this helped them design their new building accordingly. So I asked the school board which way are we going--are we going to continue the academic orientation or do we follow the state department priorities. The school board said to strengthen the career education,...(the material) gave me the convictions. What I will do now is use the format of the other schools (cited in the retrieved material) and do something similar with my staff... (The field agent)brought lots of paper--I just have time to scan through it and see what I can use. Can't digest it all... The highlighting--that's very helpful...calls your attention to it and you give it more than just a quick glance.

Lind's remarks indicate that despite his lack of time and the large stack of material given him, he was able to delve into it and reap some benefits from it. Although he complained about the quantity, he would not want to receive less for "never can tell when something useful might be there."

Lind also felt that the field agent's follow-up visits were of great importance.

> We are on the lazy side. (The field agent) motivates us. If (he asks) how are you coming and following through, that helps. Take individualizing...he would visit with Mrs. Searle--this helped get her into perspective--it gives her backing and confidence. She was about ready to drop out. (The field agent) encouraged her and now her students like the course... Banfield is self-motivated.

With this last comment, Lind quite correctly perceives that some teachers are more in need of follow-up visits than are others. This suggests that if a principal is intimately acquainted with his staff he can advise the field agent, when asked, about which teachers would need more personal contact than others. In this way the field agent can gather information to help him resolve some of his overload problem.

Mr. Adams and the Friday Guidance Classes

Mr. Adams came to Hazelton in the later fifties, teaching for several years before becoming a full-time counselor. He is an easy going man with a capacity of enthusiasm,and holds an MA in education with a major in guidance counseling. Mr. Adams keeps himself professionally up-to-date mainly through attending meetings, including those of the State Personnel and Guidance Association whose members include welfare and social workers, and by making site visits to other schools. He reads the monthly SEA newsletter because it informs him about what is happening in the state, including meetings. His other readings include the NEA publications, and books and journals as he happens across them.

Currently Adams spends half of his time in Elm School and the other half in the high school. On Fridays he has guidance classes for the 6th, 7th and 8th grades. The seventh grade class concentrates on interpersonal relations while the eighth grade focuses on career awareness. The latter is experimental.

The field agent received his first request from Adams in August when the counselor had to visit the IEA for another purpose. Adams had known about the field agent for some time, however, although he does not recall how he first heard about him. It might have been at a principals' meeting during the previous year, or the field agent might have come around to introduce himself. In any case, Adams had already benefited from the service in two respects without initiating a request himself.

The first came about during the previous spring when the Elm School principal made the material he had requested from the field agent available to Adams. At that time the principal, the seventh and eighth grade teachers, and Adams were thinking of combining the teaching of reading with career courses such as shop. It was thought that such an approach would be especially effective for those students who were reading below grade level. Adams was asked by the principal to review the ERIC abstracts provided by the field agent and to check those for which he wanted to order the full articles. The material gave the Elm School staff ideas from programs already in existence. Presently the program is still in the proposal stage, with efforts being directed toward obtaining funds, but Adams did apply some of the ideas in his eighth grade career awareness class.

The second way in which Adams benefited from the service, still without making his own request, derived from the field agent's demonstration of a computer-based occupational guidance inventory. Adams had read about the first demonstration in the IEA newsletter. He and Banfield discussed the possibility of having the field agent come to Hazelton, and subsequently Adams participated in the demonstration for Banfield's students. Adams was much impressed with the system and wished there were funds available to make regular use of it.

When Adams saw the field agent in August he made a broad, three-pronged request. He was interested in any material pertaining to group processes and dynamics which he could utilize in his Friday guidance classes. Also, he was interested in any innovative material that he could apply in his eighth grade career awareness class. Finally, this year for the first time, a video-tape recording machine was available for classroom use; therefore, Adams wanted information on how to use it in his guidance classes.

In the ensuing weeks the field agent and Adams discussed the requests further by telephone. Adams felt the field agent

> ...is pretty good about understanding (my needs). If it's not clear to him he will say "Well..." He'll question you on it, what you really need.

Adams received ERIC abstracts, reviewed them, and ordered micro-fiche for those that looked promising. The field agent delivered the fiche in person, along with a micro-fiche reader, and spent a half-hour explaining how to use the reader. At the time the field observer talked with Adams he was reading the fiche, mainly on Sundays, taking notes, and noting those page numbers for which he wanted to receive hard copy. The field agent had explained to him that it would be more economical to have hard copy only of pertinent pages rather than of an entire article.

Adams was familiar with some of the material he received but found it worthwhile to review it anyway for "you always pick up new things." He has already applied a few ideas in his classes, such as a method for helping students to structure questions so they will receive the answers they want.

As a result of the field agent's influence, Adams is referring many of his questions, by telephone, to the SEA guidance specialist, something he had not done before. He found the SEA specialist to be very helpful once he had established contact.

Adams had no suggestions to offer for the field agent role, being very pleased with the service he was receiving. When the field agent is in Hazelton he sometimes visits Adams for five minute chats.

> (The field agent) is open. He makes you feel he can serve you. He's great as is...The five minute bit can be very useful...it can make a difference...talking to him for a few minutes...maybe (he has) a new slant I hadn't thought of before.

Adams feels that the two major benefits he received from the field agent were the referral to the SEA specialist and access to ERIC.

> I was concerned about paying for micro-fiche and so put off getting (it). I was not aware we had access to micro-fiche readers.

Mr. Steinberg and the Grading Committee

During the previous school year the principal had instigated a survey to assess teachers' attitudes and beliefs about the grading system. This was prompted by the diversity and inconsistency in existing grading practices, and by staff dissatisfaction as well as parental complaints. The survey led to the formation of a teachers' committee charged with studying reporting systems for different grade levels in order to improve present practices. Mr. Steinberg, an eighth grade teacher at Elm School for eleven years, became the chairman of this committee when school resumed in the fall. At that time he had not heard of the field agent or of the service, but he did telephone the IEA superintendent for information on grading. The Superintendent referred him to the field agent, who later visited Steinberg when he was in Hazelton on the state in-service day. At that time he brought some information on grading for Steinberg to look over.

After meeting with Steinberg the field agent offered to attend the committee meetings on grading until the teachers on the committee developed some alternative proposals. Three factors prompted this decision. First, he himself had experienced the frustrations connected with seeking alternative grading systems during the previous two years when he was teaching, and therefore felt he had some experience to offer which could save the committee time. The committee had already met four or five times but had accomplished little. Second, he thought that without external guidance the committee was likely to flounder and not develop realistic alternatives for a decision. Third, the committee's work could have implications for the entire district by leading to a "sweeping change" in grading practices.

The field agent meant to attend the grading committee meetings only if it did not mean giving short shrift to other clients. He was able to attend only three meetings before other work demanded his attention; but according to Steinberg, his attendance and the information he delivered allowed the committee to accomplish in two months what it had taken a neighboring district two years to do.

Each time the field agent came to the committee meeting he brought with him additional information and samples of grading systems used in other districts, made suggestions on how to proceed, and answered questions. Steinberg said:

> We asked him questions. It was useful that he came. Every time a question came up it was referred to (the field agent)... (The district where he taught) has one new type of reporting system so with him here we just asked (the field agent) how it worked. (He) said that you should have several choices to present to the faculty...He has a high streak of motion...and gave opinions when he was asked...If (he) had not been around we would have had to write to schools for samples of their grade system and we would still be receiving them.

More specifically, at the first meeting attended by the field agent in mid-October he distributed copies of several articles discussing the philosophies underlying different approaches to grading. The committee had already received descriptions of grading systems in other schools. The articles were discussed at the next meeting, at which time the field agent gave the committee additional information on grading systems in other schools and suggested that the subsequent meeting be devoted to the development of three alternative approaches to grading, which could then be presented to the faculty. At the third meeting the teachers worked out a rationale for grading and outlined two new alternatives in addition to the present practice, which was a third alternative. By the beginning of December, then, Steinberg was able to prepare a three page memorandum on grading which was distributed to the faculty. The committee's plan now called for discussing the alternatives in a faculty meeting and then having the faculty vote.

Steinberg is trying to influence the outcome of the vote by leaving copies of the field agents' articles in the teachers' lounge, although he is skeptical that non-committee members are reading them, and by talking to "key" teachers about the grading alternatives. He defines key people as those who are willing to initiate change and whom others regard as knowing what they are talking about.

Steinberg had no suggestions to offer for the field agent role because he thought the success of the role depended on the agent's personality. In this case

> ...(the agent's) personal involvement and enthusiasm--he flies to help. I just see it as the person. Everything we asked of the IEA took place.

FIELD AGENT B-1

EXPANSION OF THE ELEMENTARY SCHOOL WRESTLING PROGRAM IN JUNIPER

In the course of handling a request for information on wrestling programs, the field agent formed a committee and worked with it for several months. Thus this case illustrates how a field agent might work with a group rather than with a single requestor. Further, as a result of the committee's work there now exists an expanded and more systematic wrestling program for elementary schools in the district, so it is possible to trace the history of the request from its inception to "implementation." The indicators of success are as follows: 1. Six out of the seven schools in the district have a wrestling program whereas in the past only three did so. 2. The teachers who are coaching wrestling, including the original three, are now coordinating their efforts through meetings, and through basing their coaching on guidelines set forth by a university coach who is an expert on "kid" wrestling. In the past the original three coaches worked on an individual catch-as-catch-can basis. 3. The boys participating in the program now have opportunities to wrestle with boys from other schools. 4. Both the field agent and the requestor feel that the original intent of the request, namely, to improve the instruction of wrestling, is being realized. 5. The field agent is pleased that he was able to help bring about coordination among teachers from different schools.

The field agent became "overly" involved with this request, and he himself became aware of this on hearing that the principals wondered why the field agent was so involved and interested in the wrestling program. Therefore, the case served as a "learning experience" for the field agent, and alerted him to the specific problem of systematically including the Juniper principals, as well as the district Superintendent, in the planning phase of a project.

Wrestling for elementary school children was initiated seven years ago by Bob Kellerman, a sixth grade teacher at the Swift School. Kellerman wanted to have a sport that boys could engage in between the traditional sports seasons and could be played indoors when the weather was bad. Also, he was looking for something that entailed scant investment in equipment and allowed all boys to participate who were interested. Wrestling met these criteria. In the ensuing years two other elementary teachers became interested, introducing wrestling at their own schools. These programs were completely informal in that the teachers volunteered their time for coaching the youngsters and there were no interschool meets.

As Kellerman gained experience in coaching he began to wonder, at the end of each wrestling season, how well he had conducted his program and whether it could be improved. But he never pursued the matter beyond the meditative phase until spring, 1971, when it occurred to him to contact the field agent.

Kellerman does not recall how he learned about the Dissemination Service, but it was a considerable time prior to the initial contact with the field agent. During the initial visit with the field agent Kellerman expressed his feelings about the importance of a wrestling program, his concern about whether he was instructing the boys properly, and the possibility of expanding the program to allow for interschool meets. The field agent thereupon requested information on elementary wrestling programs. The material returned by the retrieval staff, however, was not germane. During the first week in June the field agent reviewed the retrieved documents with Kellerman, and further discussed the latter's interest in improving the wrestling program.

At this juncture, as the field agent himself pointed out, he could have told Kellerman that his request could not be handled by the Dissemination Service and that he would have to look elsewhere for assistance. Instead, the field agent offered to resubmit the request, and suggested that in the meantime the other teachers in the district who were coaching wrestling might be contacted, to see whether they shared Kellerman's interest in developing a coordinated district wrestling program. Since this would involve personnel from other buildings, the field agent also suggested that all parties should meet with the district Superintendent, Mr. Bingham, to obtain his support and his suggestions for proceeding. By the same token, the principals of the three "coaches" should also be included.

The meeting with Mr. Bingham occurred during the second week in June, or about a week after the field agent had looked over the materials with Kellerman. Those who attended included Kellerman, the other two elementary "coaches," the high school wrestling coach, a junior high school wrestling "coach," and one of the three elementary principals who had been invited. The group met for two hours, discussing questions posed by the field agent, such as why they felt that a coordinated wrestling program was needed. Mr. Bingham gave support to pursuing the matter further, suggesting only that the group move with caution.

A few days later the field agent met with Kellerman and the high school coach to discuss in greater detail the needs for developing a district program, what students might gain from a wrestling program, and some alternatives for implementing such a program. The chief retrieval specialist from the SEA happened to be in Juniper on one of his visits to the field agent, so he was also present. (It is part of Dissemination Service policy to have the retrieval specialists visit the field agents periodically.) Finally, the retrieval specialist's son also came, for he happened to be in the vicinity. The son was a close friend of the high school coach, had wrestled in college, and was now involved with a "kid" wrestling program in a nearby city.

Through his son's involvement with wrestling, the retrieval specialist was familiar with the "kid" wrestling program developed by a leading university wrestling coach in the state. He told the group about this and suggested that the university coach might be willing to consult with them. The group thereupon decided to invite the coach to participate in a wrestling workshop, to be held during the state's in-service day, October 8th.

This decision was not arrived at quickly, for often during the meeting the discussion wandered to personal reminiscences about the values gained from wrestling during student days. When the talk veered in this direction, the field agent reminded everyone of the question at hand, and thereby refocused the discussion. Kellerman reported afterwards that he found the field agent helpful at all times, and that his efforts helped expedite planning. At no time did Kellerman feel that the field agent was imposing his ideas, but only that he was offering suggestions for others to consider.

Following this meeting the field agent wrote an outline of the points discussed and sent it with two cover letters to all elementary school principals, one sixth grade teacher in each of the schools, the PE coordinator of one junior high school, and the high school coach. In his cover letters the field agent described the history of the wrestling endeavor to date, solicited the principals' reactions to the outline of needs, goals and alternatives, and indicated that everyone would receive an invitation for a meeting in July for further discussion of the subject.

Kellerman had suggested the names of the sixth grade teachers to the field agent after contacting them to find out whether they would be interested in acting as their schools' representatives for the wrestling program. That the prospective representatives were all sixth grade teachers is not coincidental, for apparently in the Juniper district the sixth grade male teachers are responsible for athletics. Also, two of these teachers, in addition to Kellerman, had already introduced wrestling at their schools.

The field agent added the elementary principals to the mailing list for he was sensitive to the need to solicit their interest and suggestions if the program was to receive their support. The three elementary "coaches" agreed to help bring about principal support by keeping their own building administrators abreast of decisions being made. But this meant that in those schools where wrestling had not yet been introduced there would be no personal link with the principal.

The meeting in July, intended for further clarification of the needs for a wrestling program, was unsuccessful in that no principals attended. Subsequently, Kellerman and the field agent met with Superintendent Bingham to report on the progress made by the persons who had attended the various meetings of the wrestling committee. The latter, for all practical purposes, consisted of Kellerman, the field agent and the high school wrestling coach. At this time Kellerman suggested that the committee move more slowly, waiting till the beginning of the school year and the return of personnel to develop further plans. Thereupon the committee limited itself to planning a program for the October 8th workshop, to which the university wrestling coach would be invited as key speaker. The workshop was intended to examine how a wrestling program might benefit students, and what processes others had gone through to organize one. By arranging for this workshop the field agent not only addressed himself to a specific interest of some educators but also to the general desire expressed by some administrators in his county to have workshops originating within the county during the state in-service day.

During the fall the field agent met with Kellerman and the district PE coordinator to develop the details of the October 8th workshop. The two men agreed to assume responsibilities for arranging physical facilities and for moderating the workshop while the field agent corresponded with the university coach about the program.

On the evening prior to the workshop, all the Juniper elementary principals accepted an invitation to hear the university coach talk informally about "kid" wrestling and to ask questions. The workshop itself was attended by thirty elementary teachers, about fifteen parents, and fifty children from kindergarten through sixth grade. The university coach discussed the role of wrestling in grade school, and demonstrated wrestling techniques, using some of the children present. The workshop was received enthusiastically by those who attended.

About ten days after the workshop Kellerman, the field agent and the high school coach reviewed the workshop, expressed their satisfaction with it, and decided that the next step would be to bring the prospective elementary wrestling coaches together to learn what they wanted to do. The university coach had left copies of some articles he had written on "kid" wrestling with Kellerman. The committee decided to duplicate these articles and distribute them to the prospective coaches as a means of encouragement. Also, at this meeting the field agent indicated that he had done all he could at this time, and that he would phase out his involvement with the exception of encouraging the newspapers to cover the wrestling program. If he could be helpful in other ways the committee was to let him know. For their part, Kellerman and the high school coach indicated a willingness to assume responsibility from this point on. The latter, in particular, expressed a desire to lead and coordinate. The field agent's last suggestion then was that the two men meet with

Superintendent Bingham once more before taking further action.

Two factors contributed to the field agent's decision to detach himself from the wrestling endeavor even though no program was established as yet. First, he felt it was time for Kellerman and the high school coach to assume full leadership. Through Kellerman's original request he had set something in motion, and now the question was whether it was self-sustaining. Second, conversations with a district administrator indicated to the field agent that the principals were beginning to express concern that he was trying to "push" a wrestling program on the schools. One principal, for example, who was not aware of Kellerman's initial request, asked the administrator, "Why is [the field agent] so interested in all this?" Since the field agent was not trying to advocate anything, but only trying to serve the needs of the client, he felt it was time to reduce his visibility. As the administrator pointed out to the field agent, the principals needed more information, but from Kellerman rather than from the field agent.

Toward the end of October Kellerman and the high school coach met with the prospective elementary coaches. The group decided to go ahead with a wrestling program even though Kellerman regretted that there would be no district funds for it, at least this year. This meant that the teachers would not receive extra pay for their coaching time, and that there was no money for transportation costs and mats. But this was not considered a major problem, especially since the high school had donated some old mats to three elementary schools while three others had indicated a willingness to buy new mats out of PE funds. The elementary teachers expressed a need for some training prior to starting their own programs. The high school coach agreed to organize a local in-service session for one evening, at which time the teachers participated in training exercises and observed demonstrations by high school wrestlers.

Six weeks after the in-service session Kellerman reported that 120 to 140 boys in the district were participating in wrestling, and that four small scale inter-school practices had been held to date. Just prior to Christmas, which marks the end of the wrestling season, there was to be a district-wide tournament for the boys. Kellerman is also contemplating a second wrestling season in the spring if the weather is poor.

At this point Kellerman feels some success has been achieved inasmuch as more schools are offering wrestling, the boys have an opportunity to wrestle opponents from other schools, and the "coaches" have received some instruction and guidance for teaching wrestling. But complete success has not been achieved, for as yet Kellerman has not applied to the school board to receive official sanction for the program. He would like to obtain such sanction, as then the district could budget money to the program for salaries and new mats. In this way the wrestling program would be less likely to operate on a "catch-as-catch-can" basis. It is likely that Kellerman will urge his colleagues to apply to the district and the school board for official recognition of the program.

In the wake of the success that Kellerman feels, however, he regrets that the principals were inadequately involved with the planning of the program, and so did not respond favorably to it. Both he and the field agent, independently of the other, claim the responsibility for this turn of events. The most visible consequence of the principals' reaction was that Anthony School decided not to participate in wrestling.

A district administrator reported that in the fall he had had conversations individually with the principals, reflecting their concern about the field agent trying to do something about a district matter in which the principals were not involved. The administrator handled the matter by explaining to them that the field agent's activities were legitimate since his actions were in response to the request. Also, he informed the field agent of the principals' concern, which led to the latter's decision to reduce his visibility.

An incident at a principals' meeting, held the day before the first inter-school wrestling practice, illustrates their attitude. One principal announced that an all-school wrestling tournament was being held and that the principals were not involved. It was suggested at the meeting that this should be verified, so Kellerman was asked, "What's this about an all-school tournament?" Kellerman explained that there wasn't any as yet, that he and two other teachers were bringing their boys together that day to wrestle, but that no official scores would be kept.

Another indicator of the principals' attitude was that some suggested to the district administrator that the wrestling program be curtailed. He responded by pointing out that since the teachers were conducting the program on their own time they should be left alone. But he also pointed out that since the program was not officially sponsored by the district, no school was obligated to participate.

It is quite possible that this clarification of the voluntary status of the program led Anthony School to withdraw from it, after indicating a willingness to participate. A prospective "coach" had been recruited from the school and he had participated in the in-service evening. Shortly afterwards, however, he told Kellerman that he could not handle wrestling because his principal would not let him. According to the field agent, however, the Anthony teacher withdrew because he did not like wrestling. Thus, it may have been that the teacher participated at the outset under the impression that he had an obligation to take part in a district sport; and then his principal told him that the program was voluntary.

Analysis of the Principals' Response

The principals' response to the wrestling endeavor might be summed up by saying that they questioned the legitimacy of the field agent's role in this instance and therefore withheld support from his efforts to expand wrestling. There are two sets of explanations which together appear to account for the principals' antagonism. The first arises from the changing position of the principals, and the second, from one facet of the way in which the field agent handled his role.

1. The alienation of the principals

In recent years school districts have become more cosmopolitan by recruiting administrators from the outside. At the same time intermediate education districts are beginning to offer more classroom support services such as audio-visual programs, curriculum consultation, and special education facilities. Both developments tend to reduce the amount of control a principal exercises about what occurs in his district and his building, and this is what appears to have happened in the Juniper district. Historically, the principals could entertain aspirations for the superintendency. They were possessive about their buildings and what transpired in them. This began to change as the intermediate education district was able to expand its services to teachers. That the teachers could avail themselves of these without necessarily consulting their principals meant that the latter were losing opportunities for control. The situation changed further when the school board hired an outsider to be Superintendent for the first time in a generation. The new Superintendent was relatively successful in attracting federal grants for experimental programs, but he was less successful in orienting his principals to new ways of administering a district.

In effect, the principals became alienated to some degree as they lost some control over activities in their buildings. As a group, now, they tend to be wary of new proposals unless it is evident that they will have an opportunity to be involved from the outset in the planning of them. And from their perspective this was not the case as far as the wrestling endeavor was concerned.

The efforts to involve the principals included an invitation to three of them to attend the June meeting at about the time school was letting out; memoranda during the summer inviting them to attend meetings and informing them about what had happened at previous meetings, and "promises" from the wrestling "coaches" that they would keep their principals informed. Only a single principal responded to one of these invitations. In the fall, the principals' involvement was solicited by an invitation to meet with the university wrestling coach, which all accepted. But by this time the wrestling committee had gained momentum and the field agent had become visible as its leader, so the principals probably felt excluded from what was happening, and could only wonder about the field agent's role in what appeared to them to be a prospective district program.

The principals' reaction might have been avoided, at least to some extent, if the field agent had not relied solely on memoranda to keep them informed. But he himself did not anticipate that extra effort might be warranted to involve the principals. Although the Juniper Superintendent and the field agent are on close terms, the Superintendent did not alert him to the principals' sense of alienation until after the wrestling workshop. Yet there was opportunity for this when the field agent met with Bingham in June to discuss ways of proceeding on the wrestling question. Quite possibly, then, the field agent needs training in probing administrators when asking for procedural suggestions. Furthermore, when the field agent plans to solicit such advice, it might be advisable to arrange for a private meeting with an administrator, either before or after the committee meeting. (It will be recalled that Bingham was asked for advice in the presence of others who had been invited to the first meeting on wrestling.)

2. The field agent's role

The second set of explanations for the principal's antagonism toward the wrestling endeavor arises from the field agent's visibility. The antagonism might have been less if the wrestling committee had been more visible and the field agent less so. Here the underlying question is how does a field agent bring a committee that he has been instrumental in forming to attend to the communication activities to which he is sensitive?

The field agent became visible to the principals because the information they received about the wrestling endeavor carried his signature rather than that of Kellerman's or of the wrestling committee as a whole. Furthermore although the committee was cited in the memoranda, no mention was made about how the committee was formed, or how the field agent became connected with it. In short, there was nothing in the memoranda that would allow the principals to perceive the committee as an entity in its own right, independently of the field agent, or to perceive Kellerman's original concern about wrestling.

Further, it may have been the case that insufficient information was given to the principals about the wrestling endeavor. What they received conisted of the June 11th memorandum, invitations to summer meetings and to the wrestling preview evening in the fall. But they were not kept informed about what might be called procedural decisions, such as the decision made during the summer not to engage in further planning until after the October 8th workshop. Information of this sort might, most effectively, have been presented at a principals' meeting, thereby giving them an opportunity to ask questions about the interest in wrestling.

It seems paradoxical, in view of the field agent's frequently stated concern that all relevant parties should be kept informed and invited to participate, and his comprehensive June 11th report, that the principals were not kept posted about procedural decisions. This appears to have happened because the field agent redefined his role during the summer in regard to the wrestling endeavor, and in doing so was unaware that he had not transferred some tasks, for which he no longer manifested responsibility, to others. When the wrestling committee decided to move slowly until the fall, the field agent indicated that he would assist by arranging for the university wrestling coach to be the key speaker at a workshop. At the same time that he limited his role in this way, nothing was done about defining the responsibilities of Kellerman or the high school wrestling coach. Thus, no one assumed the responsibility of letting the principals know that the wrestling committee was postponing further planning until after a workshop that would address itself to some of the questions being raised.

The field agent's omission in reassigning such tasks as communicating with the principals may be attributed largely to his inexperience at the time in insuring that a committee will attend to the procedural and communications activities to which he himself is likely to be sensitive. And of course the more active a committee becomes in such matters the more visible it becomes in its own right. It becomes less likely, therefore, that a particular status group will perceive the field agent as an advocate.

Epilogue

The principals expressed their concerns about the wrestling program mainly during October, after the wrestling workshop and after the program actually expanded to other schools. Subsequent events would suggest that this antagonism was short-lived, and may not have adverse effects on whatever the wrestling committee might do in the future to obtain district recognition for the program (unless the committee fails to involve the principals). The field agent visited Kellerman in December to assess how the program was going and concluded that he had set something in motion, namely, that about twice as many boys as heretofore were participating in the program, that the quality of instruction had improved, and that lines of communication about wrestling had at least been opened within the district. A month later the field agent talked with the district administrator who had kept him informed earlier about the principals' reaction. The administrator told the field agent that he was receiving favorable comments from principals and teachers about the service being provided in the district. Also, he said, "The wrestling effort really has turned out okay." Both comments would indicate that the principals have calmer attitudes toward the wrestling endeavor, and that their earlier concerns are not impeding the field agent's activities in the district.

FIELD AGENT B-1

PATTERNS OF FIELD AGENT SERVICE IN THE BLUFF DISTRICT

Case Studies of the Field Agent's Role in Teacher Evaluation, Tracking, Foreign Language Instruction and a Title I Project

The town of Bluff is twelve miles away from the county seat where the IEA is located. Its population is slowly declining: the 1970 census showed 1,600 inhabitants which is 100 less than in 1960. Bluff's economic base centers on two factories which employ most of its breadwinners. The work is seasonal so some employees are laid off periodically. Most Bluff residents belong to the working class for the factory managers live in the county seat.

The teachers describe the town as economically depressed, but the poverty is not equally visible to all teachers. The first grade teachers are sensitive to the fatherless families and the mothers who receive some form of government assistance, but a fifth grade teacher reported that some years she has no children in her class who participate in the free lunch program.

The Bluff school district consists of an elementary school with 296 students and a six year high school with 324 students. About 50 per cent of the high school graduates go on to college. The district has 45 professional staff members and very low teacher turnover. Almost a fifth of the teachers have taught in the district for more than 10 years.

The high school consists of two buildings, one of which houses grades 7-8, but the school is administered by one principal. The junior high school building is antique, with the traditional dark steep stairway. The senior high school has the functional drabness of a post-World War II building, but the elementary school is modern, airy and cheery. When the district was unable to find a new shop teacher several years ago it converted the shop shack into an office for the Superintendent.

About 25 per cent of the students are bussed in from outlying ranches and farms. Some travel for almost an hour for the Bluff district covers one of the largest areas in the county. A sprinkling of Indian children are in the district, but they are more in evidence during Title I summer programs than they are during the school year. During the summer of 1968 Bluff conducted a Title I summer enrichment program for 110 youngsters. One component of the program consisted of a week's bus tour to the state's major city and several state parks. Another component consisted of a three week arts and crafts program with citizens of the county seat and Bluff acting as instructors.

The district makes some use of the technological facilities provided by the Intermediate Education Agency (IEA). The grade school uses the closed circuit television programs fairly extensively, but the high school does so to a much lesser degree. The high school principal is regarded as a stable conservative administrator who does not readily adopt innovations until they have proven their worth. However, some high school teachers utilize the television programs to compensate for the shortage of instructional materials. The IEA is linked into a computer-based data processing system and the Bluff Superintendent is a member of the system's advisory board. The high school clerical staff members, however, some of whom have been there for twenty years, have been reluctant to use the computer terminal for handling the payroll, attendance and scheduling, and the principal has done little to overcome this reluctance. The Superintendent recently took steps, therefore, to bring about a change in clerical personnel.

Historically, each school in Bluff was also a school district. Although the districts were combined, the staffs of the two schools did little in the way of coordinating policy and programs. This may change in the next few years, however, for the elementary principal who had been there for many years recently left, and the new principal, Mr. Ridgley, is oriented to a wide variety of changes, some of which call for coordination with the high school.

The Bluff school board is regarded as conservative, especially in matters involving money. For example, extended summer contracts are not available to allow teachers to work on curriculum. Consequently, curriculum committees tend to become inactive, for at the high school the teachers tend not to have the time or energy to engage in curriculum planning after the regular school day.

THE BLUFF ADMINISTRATORS

Two of the three administrative positions in the district experienced turnover in 1970. Ridgley, who had taught in the elementary school since the early sixties, replaced the elementary principal who had been there as long as most teachers could remember. Ridgley is in his late thirties, holds an M.S. degree, and is currently participating in an ex-tern program for administrators. His professional memberships include the national and local education associations, and the state principals' association, and he attends the meetings of these groups. Like other teachers at the elementary school, Ridgley found himself in a rather secure rut until he became principal. In his new position he is laying the groundwork for a variety of changes which are shaking his former colleagues out of their routine patterns.

The superintendency has a history of turnover every few years with most of the incumbents moving on to better positions. Dillon, the new Superintendent, is also in his late thirties, has an M.Ed., and belongs to the state teachers' and administrators' organizations whose meetings he attends. He would like to see major curricular changes wrought in the district, but feels that not much can be done in the high school until the attitudes of its staff toward innovation are themselves changed, particularly those of the principal.

Foley, the high school principal, is in his fifties and has held his position for many years. Superintendent Dillon perceives Foley as a stable conservative administrator who is reluctant to change and does not exert as much leadership as he should. Foley himself is aware of some matters that require attention, such as the vocational curriculum, but gives the impression either of an administrator who does not know how to bring change about or who is tired of the aggravations connected with change efforts.

A few changes, however, have been made at the high school. A full-time librarian and media specialist was added to the staff in 1971. An eighth period was added to the schedule. Several new courses were added, such as a second foreign language, sociology, psychology and advanced courses in math and science. (The decisions to add courses were made by the relevant departments.) One of the newer teachers on the staff is trying to incorporate the computer's capability for solving problems into his teaching. Another teacher, as we shall see, is working on the individualization of instruction. Such activity indicates that Foley allows his teachers to introduce changes as long as they do not contravene general administrative practices such as grading.

THE HISTORY OF THE DISSEMINATION SERVICE IN BLUFF

When the Dissemination Service was inaugurated, then, two of the Bluff administrators were both new to their positions and committed to bringing about change, while the third was an old hand who was not deliberately resistant to change but did not actively seek it. The administrators' characteristics affected the field agent's pattern of contacts and work in the district: Ridgley and Dillon were among his early clients, while Foley did not make a request until fourteen months after he had first met the field agent.

The Superintendent had learned about the Dissemination Service even before the field agent was hired. The IEA Superintendent, who holds him in high regard, had arranged for Dillon to meet with the Pilot State Dissemination training team when they came on a site visit. After the field agent was hired and had begun his field contacts in December, 1970, Dillon was among the first of the administrators whom he visited. At that time Dillon told him about the differences between the two principals, and that he and Ridgley were currently working on ways of making teacher evaluation more positive. He concluded the conversation by offering to take the field agent to meet the principals. The visit with Foley did not generate any requests for reasons which will be discussed later, but the visit with Superintendent Dillon generated a request regarding teacher evaluation.

After these initial visits the field agent worked on several requests with Ridgley and Dillon, which carried him through the fall of 1971. Then as Ridgley was consolidating his change efforts his requests dropped off. Meanwhile the field agent had several contacts with Foley and two high school staff members. In February, 1971, Foley telephoned the field agent for assistance, and since then the field agent has found himself involved extensively with the high school and hardly at all with the elementary school.

The field agent's work at the elementary school is indicative of a cyclical pattern of use that is likely to emerge in the long run as a client contemplates a change, seeks assistance from the field agent, and then does not call on him again until that change is brought under control. The field agent's delayed entry into the high school illustrates that, given enough time, a service committed to change will be utilized even by educators who are conservative or at least are perceived as such. Second, it points up the necessity of designing an evaluation of dissemination services to take into account long-run as well as short-run developments. In the present instance the evaluation team almost missed the field agent's entry into the high school, for it had ceased data collection before Foley contacted the field agent. (Data about this development were only obtainable because the field observer was able to maintain telephone contact with the field agent.)

We turn now to a detailed examination of some of the Bluff clients. The unit of analysis here will be an area of concern, or a topic rather than a single request. For some topics several requests were made, some of which were handled by the field agent directly without referral to the retrieval staff. The topics to be reviewed are teacher evaluation, tracking, foreign language instruction, and a Title I project. Although the field agent gave assistance on at least twice as many topics in Bluff during a fourteen month period, these were chosen for study because they constituted the first requests. One of the primary differences between the earlier and later topics is that the latter originated mainly with teachers while the former originated mainly with the administrators, thus reflecting the snowballing of the service from the elementary principal to his teachers.

TEACHER EVALUATION AT THE ELEMENTARY SCHOOL

Bluff elementary school is organized along traditional lines with self-contained classrooms and a standard schedule. Prior to Ridgley's appointment it underwent little change. Five years earlier a reading specialist had been added to the staff who began working with those first and second gra who were a year below grade level in reading. Since then the reading program has expanded to include children in the first three grades who were having reading difficulties. One year an effort was made to depart from the self-contained classroom organization for reading. Those children who were sufficiently advanced in reading had a "free" period while others were placed in reading groups according to their abilities. The program was abandoned because its coordination was poor, that is, the teachers did not know what "their" students were doing when they were assigned to another room.

The poor coordination was indicative of the lack of structure within the school. There were no teachers' committees which dealt with such matters as curriculum review, and the principal made decisions without consulting his staff. And although the teachers saw each other socially, they rarely discussed problems on a professional level. Finally, there was little communication between the principal and the staff about even such matters as what special guests would be visiting the school on a particular day.

With Ridgley's appointment all this began to change rapidly. He formed committees at the beginning of the school year, including a curriculum planning group and a group charged with changing the procedures for teacher evaluation. A bulletin was written each day announcing visitors, the educational television schedule, sports activities and other events. (Even the field observer's name was posted when it was known in advance that she would be coming.) The bulletin concluded with a thought, poem or "pearl of wisdom" for the day and was posted on the board opposite the teachers' mailboxes.

Ridgley was interested in having teacher evaluation procedures revised for two reasons. First, as part of its conservatism on money matters the school board disliked paying "poor" teachers and therefore wanted to be informed about the competencies of the staff. Second, as soon as he became principal the board asked Ridgley to eliminate one staff member by the following summer in order to bring the size of the staff into line with the declining size of the student body. This placed the principal in an awkward position for it meant that, in effect, he would have to fire one of his former colleagues. He decided that the best approach to it would be to develop criteria against which all teachers could be measured, and then eliminate the "lowest scoring" person. In this way he hoped to be on firm ground in case teachers challenged his decision, and to eliminate the kind of threatening personality judgements that sometimes enter into such decisions.

Both the school board's general demand for identifying poor teachers and its specific request led Ridgley to realize that existing procedures for evaluation were inadequate. During the fall he discussed evaluation procedures at length with Dillon, and concluded that evaluation should be positive rather than threatening, and that through it teachers should obtain constructive feedback about how they might improve their performance.

Ridgley thought that one approach might be to adapt a management by objective plan known as RIG that a major manufacturing firm had developed for evaluating the performance of its managers. RIG required that each employee specify the objectives he wanted to attain in a given time period, and at the end of that period determine how his performance compared with the objectives. Furthermore, he was to analyze why he either failed to reach an objective or "over-reached" it. Ridgley developed a month-by-month RIG for himself, informing his committee chairmen and the school board about it so they could see how well he was doing in the light of his own objectives.

In November, when the evaluation committee had its first meeting, Ridgley suggested that they pursue the RIG model. The committee had difficulty grasping RIG for Ridgley had no written information to give them. Also, its members, along with the other teachers, were experiencing an anxious and threatening time. They faced two new administrators and were therefore uncertain about what to expect from them. Also, one of their number would be eliminated at a time when vacancies in teaching were becoming scarce.

This was the state of affairs in December, 1970, when the field agent and Dillon visited Ridgley. Ridgley had already met the field agent at an elementary principals' meeting the previous month when the field agent made a formal presentation about the service. At that time the principal chatted personally with the field agent, expressing his enthusiasm for the service and asking him to come to Bluff as soon as possible. When the field agent came to his office, Ridgley almost immediately talked about his general interest in teacher evaluation and his particular interest in RIG, and asked whether the field agent could obtain more information about the latter. There was discussion to the effect that there might be alternative systems for accomplishing management by objectives, but that RIG should be explored first. The field agent agreed to do so, and subsequently informed the retrieval staff that Ridgley was interested in "management systems based on performance objectives, with RIG as a possible model." The SEA itself was instituting such a management system, so the retrieval specialist had a pertinent booklet available which he sent on to Bluff. He also wrote to the company for information on RIG.

Meanwhile, Ridgley was faced with the immediate task of eliminating one teacher. As he worked with his own RIG system he realized this was not something that could be implemented quickly, so he developed a criterion of "flexibility" for deciding which teacher to eliminate. The criterion was that those staff members who could work in several capacities were of more value to the school than those who could work in only one capacity. As a result the librarian was eliminated, for she could not function as a teacher while there was a teacher on the staff who could function as a librarian. Then, by reshuffling teaching assignments, Ridgley eliminated an upper grade teaching position.

By the second semester much of the anxiety and tension that characterized the school was reduced. The teachers no longer worried about who would be eliminated from the staff. Also they came to realize that Ridgley as principal was much less stubborn and more willing to give ground than he had been as a teaching colleague. Finally, the staff, especially the teachers with less seniority, were losing their hesitancy about trying new things and were responding to Ridgley's efforts to bring them into the decision-making process. This change in atmosphere made it easier for the evaluation committee to pursue its tasks.

In effect the committee was trying to do two things. Its chairperson, Mrs. Kent, had obtained evaluation forms from neighboring districts, and these were being reviewed to see what might be usable at Bluff. In addition, the committee was trying to adapt RIG for teacher use. This was proving to be quite difficult, however. As Mrs. Kent explained:

> I have questions about RIG. It's not that clear. We need someone to explain it to us. Then the committee would be more sold on it. [The retrieval specialist] talked to us about it. [But] where do we go . . . [Our committee] meets irregularly. . . . There should be an in-service for RIG. . . . I tried writing my own RIG and its hard. . . . I'm not sure I understand it. . . . You can see what production workers produce, but [you can't] see immediately for teachers. How do you judge an effective teacher? [The principal] didn't give me a negative check and he has a child in my class. But I know I'm not that good.

In attempting to grasp RIG and work with it, the committee concluded that evaluation could not function independently of curriculum, for teachers could not write their own objectives without relating them to what they were teaching. As the need for coordination with the curriculum committee became apparent, the effort to adapt RIG became more cumbersome. This was exacerbated by the amount of time needed to receive information from a school district in the east which was attempting to implement

RIG. (The district was located in the same city as the company which had developed RIG.)

Meanwhile, during the winter and spring of 1971 the field agent collected a variety of information for Ridgley on evaluation, which he in turn passed on to Mrs. Kent. Ridgley duplicated one article dealing with the administrator's role and distributed it to all of his teachers. He also gave the superintendent enough copies to pass on to others in the district. The elementary teachers appreciated receiving this article for it gave them an opportunity to become aware of an administrator's problems in the teacher-principal relationship.

The field agent also paid several visits to Bluff to discuss evaluation with the principal and some of the teachers. On one occasion he spent four hours working with members of the evaluation committee on RIG objectives for spelling. Each person came up with a different set of objectives, and the field agent pointed out that it was important to reflect such differences in instructional approaches. On a second occasion the field agent and Mrs. Kent reviewed an evaluation check list that Ridgley had developed. Ridgley tried it the form on Mrs. Kent and she didn't like it. Thereupon the field agent suggested that the principal play the role of the teacher who is to be evaluated through this form. As a result of this table-turning experience, Ridgley agreed that the form needed to be modified. On a third occasion the field agent discussed with the teachers how a video-tape recording machine might be used in evaluating teaching performance. The teachers became interested in this method after watching a television in-service program that the field agent had helped organize. For this program a classroom situation had been taped, and after it was aired, several educators were televised as they discussed what had been seen on tape. The field agent explained to the Bluff teachers how his own teaching had benefited from seeing himself on tape, and that the machine was a non-threatening device which allowed a teacher to see himself as he might appear to others. Several teachers indicated that they would like to experiment with video-tape. The field agent then arranged for Ridgley to learn how to operate the IEA video-tape machine, which was loaned to the school for one week.

By April, Ridgley was becoming less committed to RIG while some members of the evaluation committee began thinking it might be useful. Several months earlier one teacher had asked Ridgley, "Why RIG?" to which he replied, "We have to start somewhere." But in the spring she commented that it seemed like a good way to go. Ridgley's waning enthusiasm was prompted by the information he finally received from the school district in the east. The Superintendent wrote that there was a two day in-service program connected with the implementation of RIG, but that problems had arisen so that as yet it was not off the ground. Also, Ridgley's own perusal of the literature led him to take a broader look at evaluation. One article indicated that school boards were mainly interested in general statements about teachers' performances rather than lengthy check lists. For 1971, then, he used the existing check list as a basis for individual conferences with teachers, but gave the board only his written comments on the staff's performance. Other literature gave him a vocabulary for what to evaluate such as "student control" and "inter-personal relations." Such input led Ridgley to envision an evaluation procedure that included some aspects of RIG as well as of other models.

Ridgley also began realizing that it would take time to hammer out an evaluation procedure that was acceptable to the teachers, would tie in with the curriculum, and would stress performance instead of personality. Since he had solved the immediate problem of eliminating one staff member, he suggested to Mrs. Kent that her committee work on evaluation for almost a year, and come up with a plan by January, 1972.

For the remainder of the school year the committee members reviewed the information provided by the field agent, meeting several times to discuss what they thought were the best ideas in the literature. But they found it difficult to tie the ideas together. The variety and amount of information confused them, and the result was that each of the five members evolved different ideas about what evaluation entailed. When the school year closed in 1971, then, the range of possible evaluation approaches was quite wide. RIG was still in the picture, but it was no longer the only approach being considered.

The year's focus on evaluation had several side effects which Ridgley felt were positive. First, it led to a review of the curriculum and teaching methods. Second, it raised the question of what the principal's job entails and how he can help teachers meet their goals. Third, it helped increase professional interaction among the teachers. Since Bluff is a small community, the teachers see one another socially a good deal, but until Ridgley became principal they had rarely discussed their work or shared their classroom problems. Now they were beginning to identify with each other, even to the point of saying "we." Fourth, the realization that evaluation and curriculum were intertwined contributed to Ridgley's decision to institute a common planning period for the following year. The schedule was rearranged to allow the teachers to be free for forty-five minutes each morning before classes for the purpose of meeting with each other and discussing such matters as evaluation.

When school resumed in the fall, Ridgley adopted the strategy of having the teachers develop RIG subject by subject in order to arrive at an evaluation instrument. Math was chosen as the first subject because all teachers must cover it in their classes, and because the school was eligible for adoption of new math books. The establishment of math objectives would serve triple duty. Besides being used for evaluation, they could serve as criteria that would allow the curriculum committee to develop math guidelines for the school and to choose new math books.

Ridgley also asked the field agent for further assistance. As it happened the Superintendent of another district was also interested in evaluation, so the field agent developed plans during the summer for an evaluation workshop to be held on the state in-service day at the beginning of October. The field agent suggested to Ridgley that he attend the workshop, and that they could proceed from there. The principal attended, accompanied by most of his staff. As a result they obtained the SEA's latest forms and information on evaluation, which proved quite helpful.

The workshop itself met with different reactions, however. The main speaker, a high ranking SEA official, was accustomed to talking to school boards and administrators, but not to teachers. Consequently, he had difficulties handling the negatively toned questions from the teachers, which dealt with such matters as personality clashes between an evaluator and an individual teacher. Moreover, he and the persons participating with him in the discussion did not agree on their responses to the questions. Thus, one Bluff teacher recalled mainly the negative tone of the workshop and the difficulty she had in following the discussion. Mrs. Kent had a similar reaction, but in addition she became aware that evaluation should be positive for teacher and school development. She hoped that the other teachers received a similar message but was not sure that they did. Ridgley felt that the workshop had shortcomings but nonetheless that it was worthwhile. It reenforced his ideas that evaluation should focus on performance and program rather than personality, and that its main function is to improve instruction.

Mrs. Kent's committee resumed its discussion in the fall but continued to flounder in the welter of ideas and the variety of evaluation forms it had collected. With the workshop over, Mrs. Kent sensed a restless air. There had been much talk and now the time was ripe for beginning to commit ideas to paper and develop something concrete. But this was difficult since the committee could not arrive at a synthesis and was uncertain of its direction. So Mrs. Kent found she was "dragging her feet" about convening her committee and calling for a definite plan. This situation was exacerbated by the removal of the January, 1972, deadline, for Ridgley had come to the conclusion that evaluation is subject to continuous change, with no final stopping point. Also, by this time he had become as much concerned with curriculum development as with evaluation, and was therefore not keeping abreast of the activities of the evaluation committee as much as he had in the previous year. What the committee did have going for it, however, was that the teachers as a whole had lost much of their anxiety and fear of the previous year in regard to evaluation. This may be attributed to the emphasis on program and performance rather than personality, and to Ridgley's democratization of decision-making processes.

This was the situation, then, in mid-October when the field observer conducted her last interviews at Bluff. Several months later, the field agent reported that the committee had developed an evaluation form which was substantially similar to the interim form that Ridgley had used in his individual conferences with teachers the previous year. No one was particularly pleased with the form, but everyone was relieved that the task was completed, for the subject of evaluation had been talked to death. The field agent's description of the final outcome dovetails with the field observer's impressions from her mid-October visit, namely, that Mrs. Kent felt the need to bring the committee's task to a definite conclusion, but that no clear-cut ideas had emerged for doing so.

Although the instrument that the evaluation committee developed left something to be desired, the entire evaluation endeavor had several side effects which should not be underestimated. First, the field agent's visits to the school for this project afforded teachers an opportunity to become acquainted with him. Together with his in-service television programs, the visits may have served to stimulate subsequent requests from several elementary teachers. Second, the concern with evaluation generated interest in procedures for bringing about curriculum changes. Third, the fact the teachers and principal were able to work together in such a sensitive area as evaluation may make it easier for them to deal with changes in other areas.

The variety of information that Ridgley and Mrs. Kent received from the field agent, the SEA workshop and other sources had little direct bearing on the evaluation form that was ultimately developed. But it did contribute to the process of arriving at that form. Ridgley said, "It was a stimulus, a catalyst . . . it opened the door between the evaluator and the teacher. . . . It gives us common things to talk about." In other words, the material may have served as a buffer between the teachers and the principal, enabling them to think about evaluation procedures and their implications without being threatening to the teachers. Also, evaluation procedures could be rejected on their merits without concern for offending their proponents, who were outside of Bluff. Finally, the material provided information about what other districts were doing. Since in most instances the Bluff teachers were not pleased with what other districts were doing, the material may have allowed them to realize that they were no worse off than other school staffs. This in turn may have given them some confidence to go ahead with their own form even though they were not satisfied with it.

As regards the field agent's contribution to the evaluation project, both Ridgley and Mrs. Kent felt that he did all that could be expected of him. Both were enthusiastic about his ability to contribute to group discussions. Mrs. Kent came to see the field agent as someone who can exercise "objectivity" because he is an outsider, and who can bring a fresh point of view to the situation. This was particularly crucial at the time when the committee was still associating evaluation with personality appraisals. The field agent was able to present ideas without threatening anyone's status. Ridgley described the field agent as someone who "pinpoints things we wouldn't see. I have the feeling he has talked with the IEA Superintendent and others, and knows the material [on evaluation]." Thus Ridgley attributed a certain amount of expertise to the field agent. Moreover, he felt that the teachers, who responded positively to the field agent, did likewise, perceiving him as an "outside expert."

Mrs. Kent, however, distinguished between the expertise that the field agent could offer and that which a specialist in evaluation could offer. The field agent was very helpful to her committee by offering an outside point of view; more could not be expected of him, and Mrs. Kent was uncertain about other ways of utilizing the field agent. A specialist might have been able to have given more direction than the field agent.

The variety of comments that Mrs. Kent made about the functioning of her committee and the field agent's role suggests that she was confronted with a dilemma, which may become common among teachers as a school's decision-making processes are increasingly democratized. On the one hand, the teachers want the power and authority to control their own working conditions; on the other, they lack the expertise to come to grips with certain tasks. The solution of delegating these tasks to an expert puts them in the uncomfortable position of rubber-stamping the ideas of others. It is conceivable that in some instances the field agent's role can help resolve this dilemma. It can bring in what the experts know and can outline alternatives and their consequences; decisions need not be delegated to experts.

In retrospect the field agent concluded that his role in the evaluation endeavor was limited by three constraints. First, at the time he was brought into the project, Ridgley was already strongly committed to RIG. Therefore, the field agent felt that he could not legitimately suggest that a broad approach be taken to evaluation or that several alternatives be considered. Second, the staff's tension and anxiety at the time also precluded a more systematic approach. Ridgley's and Mrs. Kent's comments about the field agent's role invite the inference that his efforts were directed as much to reducing these two constraints as they were to assisting directly with the evaluation endeavor. Had these constraints not existed, the field agent believes that his role would have taken a different course, and that a more satisfactory evaluation instrument might well have emerged.

The third constraint was that the field agent's role never became clearly defined beyond the retrieval of the requested information.

Therefore, he felt reluctant to play a more active role in facilitating the work of the evaluation committee. (This problem was partly due to the field agent's inexperience at the time, and his uncertainty about the variety of ways in which he could be of service. Since then he has learned how to explore his role-definition with a client with regard to a particular request, and to suggest further services such as meeting with a committee over time.)

TRACKING AT BLUFF JUNIOR HIGH SCHOOL

When Bluff students finish elementary school they move from self-contained classrooms to tracked classes. The students in grades 7-11 are grouped by ability for language arts and math. The grouping is originally determined by performance in the sixth grade. Moreover, the grouping is global rather than by subject so that someone who is competent in math but not so in English will be placed in the lower group. In the past there were three groups but more recently there have been two. One was the basic group and the other was the standard group. Each year, Mr. Foley, the high school principal, discussed grouping with his staff, but made no changes in the basic structure, although he himself has not always been in favor of grouping. He has frequently been criticized by parents who were dissatisfied with grouping, but felt that he would be criticized no matter what he did. Also, he thought that everything had been tried already, and that the two-group system was as good as any other arrangement for placing students in classes. This was the situation when three events occurred during 1970-71 that led the Superintendent to initiate action which culminated in a decision to abolish tracking altogether.

First, Ridgley was opposed to tracking for he felt that it was harmful to the self-image of students placed in the lower track. Thus, he refused to furnish the high school principal with information about the ability levels of the sixth graders. Foley, the high school principal, exerted pressure on him by appealing to the Superintendent, so Ridgley did eventually supply the information. Second, Dillon, who was new to the superintendency, was criticized about tracking by several parents and teachers. When he discussed this with Foley, the latter indicated that such criticism was routine and that better options were not available. Dillon pursued the matter further with several teachers and with Ridgley, and discovered that there was a wide range of attitudes and beliefs concerning the justification for and the effects of tracking. Third, one day several low ability seventh grade boys "were just having a heck of a time," and someone pointed out to Dillon that the source of their behavioral problems was that they were perceived by others as having low ability.

This last event prompted Dillon to act, although he was uncertain about what to do. Also, tracking was a building matter rather than a district one. For the Superintendent to initiate action against something that the principal was willing to support magnified the problem of what to do. Finally, it will be recalled, Foley is a conservative principal who is easily threatened by change. This meant that Dillon not only had to initiate action, but also had to do it in a way that did not pose a threat to Foley's authority.

Although Superintendent Dillon and the field agent were becoming well acquainted, the former had not yet used the Service and was still uncertain about what it entailed. So the Superintendent asked the field agent whether a review of tracking was the kind of thing that could be researched. When the field agent responded affirmatively, the Superintendent suggested to Foley that the district might try out the new service with regard to tracking. By bringing the field agent and his information resources into the situation, Dillon believed that something could be done without seeming to pressure anyone. As he noted, "I guess we used [the Service] to sugarcoat the pill a little."

By the end of February, when Dillon contacted him, the field agent had learned that it was beneficial for all persons concerned with a problem to confer together with him. This approach increased the likelihood that those who were concerned would become committed to developing a solution. Also, it allowed for the airing of divergent viewpoints, which in turn gave depth to the definition of the problem. The field agent suggested to Dillon that the two of them meet with the teachers and with the high school principal to find out how they viewed tracking.

Dillon was very receptive to this suggestion, for there was little communication among the faculty about curriculum. The high school is supposed to have staff meetings once a month, but about half are cancelled because of conflicts with athletic events and other activities. When meetings are held they function mainly to allow "someone to get something off his chest" and to expedite administrative matters. Dillon said, "In this environment teachers have no history of getting together and looking only at the program." Mrs. Anderson, a seventh grade teacher, corroborated this situation, saying that there were few meetings for teachers. The junior high school teachers, who enjoy good relations with each other, discuss problems informally in the lounge. If they cannot solve them there, they go to the principal for help. (There are district subject committees which work on curriculum, but in the case of language arts at least the committee had not been active. One member explained that when the committee met after school, most teachers were too tired to engage in a serious consideration of curriculum. Summer contracts would make such an endeavor possible, but the teachers hesitated to ask for them because the district was operating on a very tight budget.)

Action on tracking began when Foley, Dillon and the junior high teachers met with the field agent. The purpose of this first meeting was to have the teachers talk about tracking even before an information search was initiated. Dillon said of this gathering:

> The field agent probed . . . to find out how teachers felt and what they really wanted to know. . . . We found out they didn't all agree. . . . The math teacher liked tracking--it helped his teaching. He was not cut in two ways. It was better for the kids--some do well at the slower level. A language arts teacher felt tracking just pinned a label on kids.

There was also discussion about how an adolescent's self-image was affected by tracking, and how students in the low ability group were accepted by teachers. Dillon's reaction to the meeting was that some meaningful discussion occurred. But this was tempered by an air of skepticism which Dillon perceived among the teachers. Too often they had been urged to talk about something, and then never heard anything more about it.

The field agent then ordered information that would allow teachers to review grouping policies. After the second meeting on tracking he received a PET packet. Its contents were divided and placed in the teachers' boxes, with a note to read the articles and be prepared to discuss them at the third meeting. This procedure helped alleviate the skepticism that Dillon sensed at the first meeting.

The second meeting was again conducted in Dillon's office which is spacious and equipped with a conference table. Foley was unable to attend and his absence changed the tone of the meeting. Dillon reported that, "the teachers jumped in and put things on the table . . . the meeting let them get things off their chests." The field agent helped focus the discussion by drawing on his own junior high school teaching experience. He described the various alternatives that his teaching team had employed to work with slower students. The question of how to relate to students, especially those who have learning difficulties, was of intense interest to the field agent, and he shared his ideas with much enthusiasm. Dillon reported that the teachers had accepted his ideas as sound.

Two teachers who had been firmly committed to grouping began "sitting on the fence," showing a willingness to entertain alternatives. One of them, Mrs. Anderson, who was several years short of retirement, was concerned that she would be unable to use the instructional materials she had developed. But the discussion helped her realize that she would not have to change her materials, but could use a multi-text approach within one heterogenous ability class. Also, another teacher who opposed grouping indicated that she would be willing to share some of her material with Mrs. Anderson.

Dillon was very pleased with the second meeting, for his "group process" efforts to bring everyone into the discussion were paying off. Even Mrs. Anderson, who is very self-conscious and rarely speaks up, felt relaxed and expressed her own views. But a free flow of discussion between administrators and teachers is novel in Bluff. Dillon had post-meeting concerns about whether the teachers were expressing themselves freely and honestly, or whether they were catering to what he (and at the other meetings, the principal) wanted to hear.

If any change in grouping practices was to be implemented for the next school year a decision had to be made soon, for instructions would have to be given to the data processor about what computer program to use for scheduling students into classes. Therefore, at the third meeting Dillon pressed for a decision. The field agent did not attend, but the high school principal did. Foley expressed skepticism about "ungrouping," pointing out that one study dealing with the effects of grouping talked about elementary and not junior high students. According to Dillon, "That meant we had to get him to agree it was applicable to twelve year olds--in the area of self-concept."

When the vote was taken on whether to "ungroup," five out of six persons voted for the change. This meant that for 1971-72, the seventh and eighth graders would be scheduled randomly into English and math classes. Grades 9-11 were not included in the change since only one higher grade teacher had been included in the tracking decision. Also, Dillon felt that it would be difficult for the older, low ability students to "move from a puddle to a lake. We can grow to the other grades."

Dillon did not envision any major problems in connection with the decision. Foley, in keeping with his conservative, passive temperament, accepted what in effect was a directive from his superior. Dillon realized the teachers would have to individualize instruction to some extent within their classes now; but his concern about the spin-offs from the decision absorbed him more than the difficulties teachers might have to face at the outset.

The meetings to review tracking generated a short-lived momentum for change. By coming together the teachers realized that they could do something to solve their problems and bring about change. Furthermore, the field agent, with his information sources, was a tool for starting change and providing direction. By the third meeting Mr. Ross had emerged as the informal group leader. He had been at Bluff for eight years and, according to Foley, was in a rut and bored. The meetings stimulated him to the point, where, after the tracking decision was made, he said, "Let's not stop here. Let's do more." Dillon reported that during the remainder of the third meeting,

> . . . the teachers started, under [Ross's] leadership, to look at next year's approach. We've gotten something started--what are we doing with youngsters? . . . We can't let this die or we'll only get ten per cent of the potential. . . . [Ross] in particular [suggested that we] spring the whole curriculum open

> and do grouping across subject and grade level, and the confines of the schedule. . . . [The teachers] couldn't help but get carried beyond one problem. . . . [So] this junior high group of teachers is continuing to meet regularly with me and the principal to look at the junior high curriculum.

Dillon was elated with this development, for he had been disturbed by the lack of communication within the staff on matters of curriculum and instruction. At the same time, he faced a new problem, namely, how to bring Foley to exert leadership. Dillon believed that not much change could come about without the principal "being the wheelhorse. I shouldn't have to go over his head. . . . [I could] destroy his effectiveness, if I haven't already done so."

The group's momentum did not last beyond a few meetings in the spring. When school resumed in September, "It had died on the vine," and no more meetings were held. Dillon attributes this to two factors. First, there was the leadership vacuum into which he was reluctant to step. He preferred to see the teachers "exert independence." Second, the structure of the group had changed. Mrs. Braddock, who was an old hand, had to take sick leave second semester and therefore did not participate in the meetings. Dillon felt that if she had been present, the "group process" might have turned out differently. Mrs. Braddock has a forceful personality and exerts a strong influence on her peers. She does not readily accept new ideas but once she is sold on them she is willing to go along and even experiment. Thus, she became interested in incorporating cassette players in her teaching, discussed it with Dillon who put in a budget request for her, and is now experimenting with the machines. What appears to be the case is that Mrs. Braddock is willing to initiate change herself but does not readily accept change when someone else initiates it.

Dillon credits the field agent's ability to focus discussion, his ability to contribute ideas out of his own experience, and his contagious enthusiasm with helping to bring about the abolishment of tracking. However, he found it difficult to evaluate the role played by the PET articles in the change process. The articles did not become available until after the second meeting when much groundwork had already been laid to facilitate the decision, and the discussion at the third meeting contained few references to the material. But as shown in a moment, the articles did influence the thinking of at least one teacher.

For his own part Dillon thought that the material that was retrieved focussed on a narrow segment of all the things related to grouping. He wondered if it is possible for the retrieval staff to "really cover" a topic and select out all that is appropriate.

> [The retrieval staff] can't read a truckload of research. . . . They will get better at selection, but it's always difficult to be selective for others . . . possibly we had described the topic too narrowly.

Because of his doubts, Dillon thought the material served mainly as a catalyst for pushing on to a decision, but that it was not the key to the decision. "In other cases the material might be the key rather than [the field agent]." Dillon did not discuss his doubts about the information with the field agent. (This suggests the need for the field agent to probe a client on his perceptions of the retrieved information. This type of conversation might serve several purposes, from reassuring the client that all available sources had been searched to redefining the problem so that another search might be made.)

The decision to abolish tracking is not regarded as a major change in Bluff. Dillon considers it a beginning in a heretofore stagnant situation. Mrs. Anderson does not think a major change has occurred because "grouping is not that big a thing," although potentially it could lead to the individualization of instruction. And apparently the junior high school teachers are accepting the change without much afterthought for, according to Mrs. Anderson, there was no talk of it in the lounge after the decision was made.

What makes the change noteworthy is the manner in which it came about. It was facilitated by bringing in a third party from the outside who could countervail the principal's conservatism without appearing to pressure or threaten him. The field agent was keenly aware of his function here, for even before the tracking request he knew about Foley's conservatism. And he fully appreciated the awkwardness of a Superintendent having to bypass a principal to bring teachers together. For these reasons, after the first tracking meeting the field agent visited Foley to chat and become better acquainted. At that time Foley mentioned that he was tired of being moved in one or another direction, but that he appreciated the Service and thought the field agent could be of help in the high school. The field agent regards his work on the tracking problem as a success but not because of the resulting decision. His feelings of success derive from the fact that his work helped establish the validity of the service in the high school.

Mrs. Anderson's reactions to grouping suggest that the PET articles were more important than Dillon realized. Mrs. Anderson holds life and equalization certificates which, among other things, means that her three years of normal school are equivalent to a B.A. She resumed teaching after her husband's death, and has been at Bluff since the mid-fifties. In an effort to keep herself up to date she attends summer school and night classes. Even so, she lacks the background to initiate change of her own accord. She explained that she does not always understand what a change involves or why it is necessary, but she does try to read and think about it. And this is what happened in regard to tracking.

Prior to the first meeting Mrs. Anderson believed firmly in ability grouping, thinking it was the only way to organize students of varying capacities. "It is my belief that one should teach them on the level that they can learn rather than mix them up with other students." Parents reenforced her belief inasmuch as they preferred having their children in slower groups for fear that they lacked the ability for other groups. Mrs. Anderson was aware of neither parental criticism nor the difficulties some low ability seventh grade boys were having, even though she teaches seventh grade language arts.

The PET articles as well as the field agent's discussion put Mrs. Anderson "on the fence" as she came to realize that there were alternatives to grouping. She read the articles with considerable care, underlining such points as the teacher has absolute power over students through grading, and that the socio-economic status of parents affects their children's ability levels. Thus she credits the articles and the field agent equally in influencing the decision to abolish tracking.

The elimination of tracking is a change that, once it is adopted, is quite easy to implement for it requires primarily a change in the way that students are sorted into classes. It is easy to comprehend, and relative to other changes that can occur in the classroom, probably demands less adaptation on the teacher's part.[1] Thus, it is not surprising that Mrs. Anderson did not anticipate any difficulties in her classes next fall. The incoming seventh graders would have no experience with tracking, and are accustomed to being in a mixed ability situation. For those classes which were never tracked, such as spelling, Mrs. Anderson does "informal" grouping within the class anyway. In short, neither she nor her students would have to make major changes in their habit patterns. (As mentioned before, Mrs. Anderson was concerned about obtaining additional material, especially if she were to move toward individualization. She knows that the IEA is a good source for instructional material, but in the past she has not availed herself of it as much as might be desirable. She anticipated that she would go to the eighth grade teacher to obtain some slow learner materials.)

By mid-October, 1971, after school had been in session for five weeks, Mrs. Anderson appeared to be taking the change in stride. She still liked tracking but recognized that it gives low ability students a stigma. She is spending more time than in previous years on class preparation, adjusting materials to student abilities.

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[1] Everett M. Rogers, Diffusion of Innovations (New York: The Free Press of Glencoe), 1962, p. 146.

> We track a little in our classes. They call it individualizing. I had to put some [students] in different books in spelling and reading. In English [the students] are working together but I don't require everything of all.

Mrs. Anderson does not regard her extra efforts as a hardship. So far she has not been at a loss for preparing classroom materials, but if she does need assistance she would turn either to the sixth grade teacher, who had the students in the past, or to the eighth grade teacher.

Her main difficulty, as a result of the change, is that she has two students who are especially disruptive, cannot work independently, lose their books and come to class without even a pencil. Although such phenomena also occurred in tracked classes, Mrs. Anderson found them easier to cope with when students were tracked. In the past she did not allow her lower track students to take workbooks out of the room. Other teachers are encountering similar difficulties and these are discussed in the junior high lounge. Otherwise, Mrs. Anderson has heard nothing to indicate that there are regrets about the change.

Neither the principal nor the Superintendent have checked with the teachers to see how they are adjusting to the non-tracked classes, but Mrs. Anderson thought it was too early in the year for them to do so. As yet there have been neither grade reports nor parent-teacher conferences.

Pulling the threads of this narrative together, Bluff experienced an administrative change in which teachers participated. Seventh and eighth graders are now assigned randomly to classes rather than on the basis of abilities. Even those teachers who favored tracking have accepted this change, and are, to varying degrees, engaging in what might loosely be called "individualization of instruction." But no systematic effort has been made to assist them in this. The orientation to change that emerged among the teachers while they were deciding about tracking has receded, and as of October, 1971, Bluff High School is going along as it always has, with the exception of no longer tracking two grades.

MRS. IBSEN AND FOREIGN LANGUAGE INSTRUCTION[1]

The history of Mrs. Ibsen's request is of interest for three reasons. First, it indicates that a teacher who is highly motivated to make classroom changes can do so and benefit from the service even when the principal is conservative. Second, it indicates that even when a teacher actively keeps herself up to date, and obtains ideas from professional sources such as conferences, the personal attention that the field agent offers is of benefit in spurring her classroom change efforts. Third, unsolicited follow-up visits by the field agent can be very supportive when a teacher is going through the difficult process of developing something new.

Mrs. Ibsen, who has been at Bluff for ten years, is a thoughtful, articulate high school teacher of Esperanto and English. The Superintendent regards her as one of the strong leaders in the building who

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[1] The language that Mrs. Ibsen teaches is one that is commonly taught in the public schools. In an effort to retain anonymity and confidentiality, this language will be referred to as Esperanto.

"tries to do things." She has a B.A. in Esperanto and English plus 65 credits of graduate work. In an essentially rural setting, Mrs. Ibsen makes a professional and cosmopolitan impression. Two years ago she spent the summer abroad, studying Esperanto theatre, and in 1966 she attended an NEA institute for advanced Esperanto. Her journal subscriptions include the Esperanto Review and the English Journal. Some months she manages to read most of her journals from cover to cover, for she is concerned with keeping herself up to date. Her professional activities include committee work in the local education association and in the district.

For the past two years Mrs. Ibsen has been thinking about individualizing instruction in Esperanto for two reasons. First, those students who have difficulties with the pace of instruction do not register for second year Esperanto even when they like the subject. Second, another foreign language was added to the curriculum several years ago which affected the caliber of students registering for Esperanto. With two foreign languages available in a school that was losing population, there was space in the foreign language classes for the less capable students, which had not been the case in the past. Concomitantly, in recent years the Esperanto students were scoring lower on national tests.

Mrs. Ibsen discussed the problem with other teachers but they had no suggestions for coping with the situation. The Esperanto Review contained articles discussing how students could succeed if they were permitted to learn at their own pace through the individualization of instruction. This appealed to Mrs. Ibsen, but she had no idea of how she might proceed with such an approach. Paraprofessional help is unavailable at Bluff although there are students who assist with correcting papers. For some time, then, Mrs. Ibsen thought it was impossible to do anything, until it occurred to her to contact the field agent and request examples of programs that she could adopt. Because of personal circumstances she was aware of the dissemination service, and had met the field agent on several occasions.

In mid-summer Mrs. Ibsen visited the field agent at the Intermediate Education Agency, and spent an hour with him. They discussed her interest in individualizing instructions, which encouraged her about doing something. Toward the latter part of the summer the field agent came to Bluff with seven abstracts, and spent an hour with Mrs. Ibsen reviewing them. She said of this visit:

> [The field agent] was particularly interested to know which [abstracts] were helpful. It shortened the time for mulling over to have [him] there. I like to have things returned personally. If I have a stack of papers to correct and I get [information] in the mail it would get pushed aside. [The field agent] has spent a lot of time on my problems but you have to jump off yourself.

After reviewing the abstracts Mrs. Ibsen ordered two sets of microfiche. The longer set described a complete course, and although it was interesting, she was unable to see how it differed from her present methods. The second set, which was very short, suggested dividing the students into groups according to their needs in the various linguistic skills such as writing and speaking. Mrs. Ibsen found this most helpful, and began implementing this idea along with several others contained in the document.

Just before school started, Mrs. Ibsen attended the state foreign language conference which focused this year on individualization. She gained additional ideas there as well as a bibliography of material that she could order. Since the field agent had already given her some of the recommended titles, she ordered only one item. But it takes time and effort to order materials, so Mrs. Ibsen is very appreciative of what she received through the field agent. Because of the conference focus this year she might have tried to individualize instruction in the fall even if there had been no field agent. But it is evident from Mrs. Ibsen's remarks that the field agent's own efforts on her behalf, and the personal service he gave, helped spur her on.

During the fall semester, Mrs. Ibsen began individualizing instruction in trial and error fashion. Her efforts were facilitated by improvements in the library. A full-time librarian who catalogued the audio-visual materials had been added to the staff. Also, study carrels were installed and A-V equipment for individual use became available. During the summer, Mrs. Ibsen taped instructional materials which the students later used at their own pace.

At mid-semester (in the fall) Mrs. Ibsen found herself falling behind, for she was still developing individualized materials for the first quarter's work. When she realized she would have to give grades, she began developing the next quarter's work, with the intention of having the slower students return to first quarter work after the grading period. For a foreign language Mrs. Ibsen would prefer not to grade, but through past discussions with the principal she knows that he favors grading and would disapprove of new approaches to student evaluation. "But I don't grade very hard. It's not that important [for a foreign language], and I don't want to discourage the kids."

One idea Mrs. Ibsen garnered from the research was to eliminate deadlines for students to complete their work. Instead, she decided, students would stay with an assignment until they had achieved acceptable performance levels. Mrs. Ibsen's students are aware of what she is trying to do, like it and are responding well to individualization. As problems arise or new ideas occur to her, she solicits advice and opinions from colleagues (the other foreign language teacher in Bluff and foreign language teachers in other districts). "I feel better after talking about something that I tried because I can't judge results," she said. "[The other foreign language teacher] makes me feel better."

Beginning in January the field agent had occasion to visit Bluff High School to work with the librarian and the principal. Whenever he went there he stopped in to chat with Mrs. Ibsen, and to listen to the difficulties she was encountering in developing her approach to individualization. It may well be that these informal, follow-up visits gave her support at a very frustrating and difficult time. A foreign language teacher in another district also requested information on individualization. The search netted new materials, including an article that applied directly to the individualization of Esperanto. The field agent had a copy made of this article and passed it on to Mrs. Ibsen. She was very appreciative of this attention, as well as of his visits, for she was frustrated in her efforts to obtain information that discussed precisely what was meant by individualizing foreign language instruction.

THE DISTRICT'S TITLE I PROJECT

During 1970-71, Principal Ridgley and Superintendent Dillon considered what might be done in the area of "preventive instruction" for pre-schoolers who were likely to have reading problems later. Ridgley attended a conference on perceptual skill development programs for such children, and returned from it with much enthusiasm and pertinent materials. Thereupon Dillon and the elementary principal decided to develop their own pre-school program and apply for Title I funds. In mid-March Dillon solicited the field agent's assistance. The latter referred him to a professor at a nearby college and to the early childhood specialist at the SEA. He also submitted a search request on the topic.

Shortly thereafter it was arranged that Ridgley would visit the specialist at the SEA. The field agent had to go to the SEA anyway, so the two men shared transportation. Ridgley came with a list of questions to put to the specialist, and the field agent came with a videotape machine in order to record the interview. Afterwards, the tape was shown to the Bluff elementary teachers. This acquainted them with the specialist's thinking prior to her visit to the school in May. During the interview the specialist not only discussed early childhood perceptual problems, but also stressed the need for having a unified instructional program in the primary grades so that a child would not have to adjust, for example, from a "look-see" approach to a phonetic approach as he moved through the grades.

When the specialist visited in May, she brought much material with her and talked individually with several of the teachers. This input not only contributed to a Title I program, but also to a reorganization of the primary reading program. Heretofore each primary teacher had been allowed to select her own method of instruction, and concomitantly, the appropriate text. This meant that some children did indeed have to cope with new instructional techniques as they moved from grade to grade. With some prompting from Ridgley and with the input from the specialist, the reading teachers' committee decided to adopt the same set of reading texts for all primary grades. (Bluff was eligible for new reading adoptions that year.) The other grades would be brought in line in the future as the children who had experienced the uniform approach move upward.

Returning to the interest in a perceptual skills program, the human and documentary resources that the field agent provided led to a broadening of scope for the Title I proposal. By the end of April, Dillon and Ridgley were contemplating a program for pre-schoolers that would involve parents and would be directed at strengthening a child's self-concept. Some ideas for the program were obtained from a long-term pilot project in another part of the state, to which Dillon was referred. Also, Dillon had arranged for a professor from the local college to conduct a workshop for staff members on perceptual skills.

In July, after funding was received for the program, Mrs. Pleis, who had taught first grade in another district where she had worked closely with a federal program for children with potential learning problems, was hired as the Title I teacher. By August, Mrs. Pleis needed a film that she could use for orienting parents to the program, and tests for evaluating its impact on the children. Ridgley escorted Mrs. Pleis to the IEA to meet with the field agent. The field agent gave her a tour of the IEA, explained the Dissemination Service, and then discussed several requests with her. Among other things, Mrs. Pleis wanted to know, "What we can expect physically and emotionally from four or five year olds." Also, she wanted information about exemplary pre-school programs being conducted throughout the country. Mrs. Pleis felt the agent grasped her needs "pretty well," and that he was perceptive and "quick on the uptake."

The field agent contacted the SEA early childhood specialist for assistance, and this netted him some books and helpful hints. Also, by contacting the SEA Title I consultant he obtained a description of a similar pilot program in another part of the state (mentioned above). The field agent returned all the material he obtained in person to Mrs. Pleis, and at that time they discussed her need for additional information on testing. During the month needed for retrieval on this request, Mrs. Pleis had a chance to confer with the SEA early childhood specialist; and on the basis of material supplied by her and by the field agent's first returns, the Title I teacher developed testing instruments.

Mrs. Pleis found the materials on expectations for four and five year olds very helpful. They gave her better insight into the development of an age group with which she had no prior experience. She will have to return some of the material to the SEA, but felt that what she could keep she would probably refer to again. Although Mrs. Pleis felt slightly overwhelmed by the quantity of material, she thought it was about the right amoun "I'm not teaching [now], and so have time to read before the program gets under way."

The second retrieval--the bundle of ERIC abstracts on testing--was almost too much for her, however, for she received them as the date for the beginning of the program was approaching. She wished that someone who understood her needs could have screened these abstracts for those which might be most beneficial. But the underlining that appeared on some compensated in part. Mrs. Pleis was uncertain about how she might make use of the abstracts, although she understood about the process of ordering microfiche and felt she could work with documents in that form.

One facet of the dissemination service consists of identifying new education products and locating clients who are interested in trying them out. About the time that the field agent began assisting Bluff with its Title I project, the Dissemination Director learned about the toy library which a regional education laboratory had just developed. The toy library consists of several toys that stimulate the development of perception and pre-math concepts. After receiving training, parents may check out the toys and then assist their children in playing with them.

When the field agent heard of the toy library, he immediately mentioned it to Ridgley, who thought it would be most appropriate for incorporation into the Title I program. There were delays, however, in obtaining a toy library set, and the field agent was not able to give it to Mrs. Pleis until after the Title I program began. Mrs. Pleis thought the idea of a toy library was good, but at this point it was too late for her to incorporate it into the program. She had already developed a scheme and materials that would function similarly to the toy library, so the addition of the latter to the program would not be an asset.

Meanwhile, other developments also prevented the implementation of the toy library in Bluff. Since the toy library sets are expensive, the Dissemination Director did not want to encourage their use too much until an outlet could be identified which could reproduce sets cheaply. Also, problems had arisen with the training program that accompanies the toy library. (This is a two-step program whereby the local toy library supervisor receives training, and in turn, trains parents. These circumstances made it impractical to attempt implementation of the toy library in Bluff, despite the field agent's initial enthusiasm for it.)

One question that has been raised about the Dissemination Service is to what extent the field agents should advocate particular innovations. A variety of concerns underlie this question, such as the possibility that through advocacy the field agent may become a salesman for particular interests at the expense of helping the client find the optimum solution for his problem. The fate of the toy library in Bluff indicates that practical consideration, timing, and the client's interests can place limits on advocacy, and temper the field agent's own enthusiasm for a particular innovation.

Bluff's Title I program was officially inaugurated in mid-October with an orientation for parents. The evening's program included a film that Ridgley and Mrs. Pleis had selected after receiving information on appropriate films from the field agent. (The field agent's secretary handled the correspondence connected with the film selection and procurement process.) The field agent attended the orientation as a well-wisher and observer. For him this was an important ceremonial occasion. He wrote in his weekly log of activities:

> I attended a district meeting of administrators, teachers and parents for the christening of the pre-school program, for which our [Service] has done virtually all the research. . . . Thinking back about six months, when no program of this nature existed [in this part of the state], it's very satisfying to have been instrumental in its development.

The structure of the field agent's job does not allow for the standard flow of rewards. Unless the client voluntarily and publicly accords him recognition for his services, his impact on the development of a solution is not likely to be noticed. Sometimes a solution may not emerge, and in other instances the solution may not reflect the field agent's input. In this context, events such as Bluff's orientation evening can be very rewarding. He can satisfy his curiosity firsthand about how the client system is responding to the solution to which he contributed. And he may receive some public recognition, as happened when Dillon made some introductory remarks about the development of the Title I program.

ENTRY INTO BLUFF HIGH SCHOOL

The field agent first met the high school principal in December, 1970, when Dillon took him to Foley's office. As the field agent explained the service, Foley touched on two topics that were potential requests. The first was the development of the "career cluster" approach for vocational education. Foley said the school was weak here, and in response to the field agent's question, indicated that he had not received the SEA pamphlets on career clusters. The second topic concerned what other schools were doing to prevent drug use among students. For several reasons, the situation did not permit these topics to be amplified at the time. First, the field agent had not expected to meet with Foley, and therefore had an appointment to meet. Second, the field agent was very inexperienced at this time, and was therefore uncertain about how to handle visits that combined an explanation of the service with possible requests. Third, Superintendent Dillon's presence may have inhibited the field agent from pursuing the topics with Foley.

After this first meeting, the field agent remarked to the field observer that he should pay a return visit to Foley for the principal did appear to have needs. But this visit did not materialize as the field agent became absorbed with serving the more aggressive clients, with a major project at the IEA level, and with experimenting with various strategies for generating requests throughout the county. After Dillon called the field agent for assistance on tracking, he did visit Foley to become better acquainted with him. But by this time he had forgotten about the topics that Foley had mentioned at their initial meeting.

About a year after starting to work, the field agent began reviewing in which schools and districts the service was firmly established and in which it wasn't. To help him pinpoint where further publicity or other action might be needed, he visited each Superintendent in the county to assess how the service was functioning in that district.

The service was functioning very lopsidedly in Bluff. After a year of operation the field agent had worked with four elementary teachers in addition to Ridgley, Mrs. Kent and Mrs. Pleis. But he had received no requests, other than Mrs. Ibsen's, from the high school. When the field agent visited Superintendent Dillon, the latter suggested that he contact the high school librarian and work with him to publicize the service in the high school. The field agent contacted the librarian, explained the service, gave him a private showing of the video tape (which illustrates the service from request to implementation) and discussed how it might be utilized in a faculty meeting. Although the librarian himself began using the service, he did not pursue the field agent's suggestions about publicizing it to the faculty. But one other Bluff teacher did hear about the service, and asked the field agent to give him access to the computer-based occupational inventory program for students. (This program was developed by an economist at the state university. During the previous spring the field agent introduced other

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teachers in the county to it.)

On the same day that the field agent introduced the service to the librarian he visited Foley, in an effort to build more rapport with the high school principal. They chatted about the school's facilities and Foley's plans for the future. From this visit the field agent concluded that Foley was not as lackluster as Dillon thought him to be, and that the two administrators had yet to communicate fully with each other. Approximately a month after this visit, Foley telephoned the field agent and asked that he come out. The principal then requested information on the utilization of independent study time. This was prompted by severe faculty dissatisfaction with the way the students were handling their study hall time. The library was noisy and full of commotion, and there was no sign that students were using their time effectively for academic purposes.

The field agent's account of his work on this request suggests that it might function as the opening wedge for introducing the service to the high school faculty. The retrieval generated a second request on study halls and independent study programs. As a result, in addition to filling out the standard search form, the field agent began scouting learning center programs in local districts, placed a call to the Stanford University Information Center on its WATS line, and suggested to Foley that he might contemplate mini-courses.

In May, after the second batch of information had been retrieved, the field agent met with Foley and the librarian to discuss various aspects of the study hall problem. They talked about alternative ways of organizing study time based on the literature, the lack of supervisory responsibility in the present situation, and the need for improving facilities. Two decisions emerged from this meeting. The first was that money would be requested for carpeting the library in order to dampen the noise. Foley immediately filled out the form, had the librarian sign it, and gave it to Dillon that day. The second was that a faculty meeting would be scheduled for the end of May to discuss the study time problem and the information retrieved on it. At this time the field agent would outline and summarize the ideas and alternatives that the librarian and the principal had formulated.

At this writing the outcome of the faculty meeting is unknown, so more cannot be said about the field agent's involvement with Foley's request. One can conclude, however, that since the field agent was invited to speak to the faculty on a matter over which it was quite upset, he has made a successful entry into the high school. (The time limitations placed on data collection in the field did not permit the field observer to interview Foley.) Therefore, one can only speculate on what factors brought about the field agent's entry into the high school. The key to Foley's having called the field agent on a matter of great concern to the faculty appears to have been the latter's strategy for building rapport. On at least two occasions when the field agent had reason to be in Bluff, he visited informally with Foley and drew him out on his concerns. The key to the field agent's having been asked to address the faculty may have been Foley's experience with him at the one meeting on tracking. It was there that

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Foley had a chance to observe how the field agent worked with a group of teachers who were not in agreement on a subject.

What is perhaps most interesting about the field agent's entry into the high school is that it was effected, after all, through the principal. Although the field agent had acted on the Superintendent's suggestion about working through the librarian, he did not limit himself to it, making an effort also to establish a relationship with the principal. In doing so he came to discount some of the Superintendent's comments about Foley's passivity and conservatism. This suggests that a field agent should not let himself be totally guided by what he is told about individuals he is supposed to serve. Such information is a two-edged sword. On the one hand, it can offer the field agent useful clues about how to conduct himself with a potential client. On the other hand, if such information is not accepted with some skepticism and allowances for idiosyncracies in perception, the field agent may overlook strategies for working with the less aggressive and forceful clients.

CLIENT OBSERVATIONS ON THE FIELD AGENT

Ridgley was one of the earliest and most continuous users of the service. After ten months of receiving assistance from the field agent the elementary principal had several observations about his relationship with the field agent, and the kind of help the latter can provide.

Ridgley made a point of keeping the field agent informed about all his ideas and plans for change even if he had no specific requests, and in return the field agent gave him pertinent literature as he happened across it.

> I've tried to involve [the field agent] in every area of change so if he is doing other research he can share it. . . . This is where he has been wonderful. . . . He came back with things like the Toy Library.

Because of his access to SEA consultants as well as documentary information sources, Ridgley perceives the field agent as "amplifying choices" for him. This has proved especially useful during his first year in an administrative position for, as yet, Ridgley has not developed a network of contacts whose assistance could be solicited.

> If I were an experienced administrator and had contacts, I might have been able to solve the problems. . . . The Superintendent doesn't always know . . . so I turn to [the field agent] for advice and he goes to the [retrieval specialist] for five names [of consultants] . . . that's great service.

The access to consultants is also seen by Ridgley as a way for rich districts to save money, and poor districts to receive help they could not afford if they had to contract for it themselves.

Both Ridgley and Dillon were impressed by the number of requests that the field agent was handling for Bluff, and the amount of time, energy and enthusiasm he gave to them. They wondered whether other districts were receiving a similar degree of attention, and whether the field agent would be able to maintain his high level of service to Bluff once requests began to increase in other districts. Several factors make it unlikely that the Bluff administrators would change their perceptions of the field agent even though the number of his requests increase. First, a client's use of the service is likely to run in cycles. Unless many clients are simultaneously making heavy demands on the field agent, it is unlikely that any one client would perceive the field agent as reducing service to him in particular. Second, many clients are themselves pressed for time, and as they become practiced users of the service they may be more likely to conduct business with the field agent by telephone and mail. This would still leave time available for direct contact when it is needed. Third, as the field agent's secretary becomes more experienced, she can handle much of the paper work, manual searches, and routine telephone calls.

FIELD AGENT B-2

EIGHT CLIENTS IN THE RAVENNA DISTRICT

Case Studies of the Field Agent's Role in Merit Pay, a Title III Proposal, Curriculum Coordination, Reorganizing the Primary School, Career Awareness, Remedial Reading, Music, and Teacher Evaluation

The Ravenna School District is relatively small: the SEA lists 84 certified staff members and an average daily student membership of 1,390 in 1970. The personnel is distributed among four schools: Quincy Primary School which serves 1-3, Howell Elementary School for grades 4-6, Ravenna Junior High School for grades 7-8, and Ravenna Senior High School for grades 9-12. There are 71 professional staff in the district, and 15 percent of the teachers have been in the district more than 10 years. About half of the high school graduates go to college.

The district is in a gently rolling wooded countryside about 20 minutes by automobile from a metropolitan area of 80,000. The town itself consists primarily of a post office, cafe, gas station and store. Three of the schools and the cottage-like administration building are clustered off the highway, approximately a mile away from these businesses. Quincy is several miles distant, in a small vale. The staff is probably more cosmopolitan than the rural setting would suggest for about half commute to work from the metropolitan area. The other half live in and around Ravenna.

All the school buildings are relatively new. Quincy was built about ten years ago; the other schools appear to be of more recent vintage.

The community includes loggers, a few farmers working highly taxed land, and those who commute to the metropolis for work. The latter are either professionals or entrepreneurs. Consequently, there is an upper middle class and a working class, but virtually no middle class, or group which is visibly poverty-stricken. There is ambiguity about what proportion of the population is in what class. The Howell principal estimated that about 40 percent of the parents belonged to the higher class while the Quincy principal estimated 15-20 percent.

According to an IEA staff person Ravenna is a competent, somewhat middle-of-the-road district. In the past its high school has been very academically oriented, although in recent years as a result of SEA policy it has been developing several career education clusters. The academic orientation permeates the lower schools as well where there is an emphasis on reading, writing and arithmetic rather than programs that would allow individualizing instruction. However, as the following case studies reveal, Howell is attempting a career awareness program that would allow both students and teachers to consider options other than college, and Quincy has received federal money for work with first graders with potential learning problems.

Such changes have been in effect for less than a year, which may account for the comment of an IEA member who said that "Ravenna goes by rules rather than by needs. All students do the same thing. The fourth grade teacher does not like it if the third grade teacher allows more advanced students to cover fourth grade material." This comment is symptomatic of the difficulties of coordinating curriculum without a full-time staff person. The principals are aware of this and are seeking solutions that will allow for more comprehensive curriculum coordination.

Ravenna makes good use of the services provided by the IEA, although it tends to have its own in-service programs rather than send its staff to IEA programs. Several things might account for this practice, such as greater convenience for the teachers, adaptation of in-service programs to district needs, or a concern that the IEA might "engulf" district leadership if teachers participate in its in-service programs.

The IEA received complaints about how communication was being handled between itself and the various districts that it serves. Consequently, the IEA Superintendent developed three procedures for written communication with the districts, and each district administrator could indicate which procedure should apply in his case. The first procedure entails addressing all communication to the Superintendent, with multiple copies for distribution. He can then determine who is to receive it, and pass it on. The second procedure consists of addressing all communications to the persons for whom it is intended but routing it to the Superintendent. He can then determine whether to pass it on. The third procedure calls for sending communications directly to the persons concerned, and copies to the Superintendent for distribution to administrators. The Ravenna Superintendent chose the second procedure which means that he retains control over written communications between IEA staff members and his teachers.

The Superintendent, Mr. Osman, who has been in his position for seven years, is regarded as a competent, traditional school man who sets a formal tone. He gives his principals autonomy in regard to what they do in their buildings. As the Howell principal said, they are expected to take care of their own buildings although they must clear with Osman on anything that involves money. Osman is not likely to oppose ideas for change out of hand, but he tends to respond in the manner of a man who needs to be convinced and who needs assurance that his school board can be convinced.

The school board seems to interpret the desires of the electorate in a conservative manner. The electorate voted "no" in a recent election on the budget item that would have facilitated the hiring of a district curriculum coordinator. Subsequently, federal funds became available for staffing this new position. The school board did not approve application for these funds on the ground that it would break faith with the voters who had indicated that they did not want a curriculum coordinator.

For more than a year the field agent processed requests for ten clients in the district. Eight of these clients were interviewed in regard to their use of the service. There are several aspects common to the experiences that they had with it, about which some generalizations can be made.

1. Two clients requested information with the intention of passing it on to others who were concerned with particular issues. In one instance the field agent was informed of this intent but not in the other. On receiving the materials the clients transmitted them to the district office with memos recommending that they be passed on to other parties. Efforts to trace what happened to this material were unsuccessful in that no one seemed to know anything beyond the fact that the requesters were interested in the topics. It appears then that the materials dead-ended in the administration office. This suggests that the strategy of retrieving materials for a requester who plans to transmit them to someone else, more or less as an unsolicited favor, should be pursued with caution. The effectiveness of such transmission may depend upon the transmitter's position in the school system. In an unrelated case study, the client, who was a school district staff member, did successfully transmit material to a colleague (i.e., the colleague did indeed receive and review the material).

2. One ambituity in the field agent role (discussed extensively in Volume I, Part II) is the degree to which the field agent should remain involved with a particular client after the initial retrieval of information. One source of this ambiguity is that on the one hand the field agent should not push himself on the client, and on the other, the client may not know what his options are vis-a-vis the field agent after he returns material. For three of the earliest requests the field agent handled in Ravenna this ambiguity led to an impasse. The field agent had not made explicit whose responsibility it was to take the initiative

for further contact after material had been returned to the clients. In each instance the clients expected the field agent to initiate further contact after material had been returned to the clients. In each instance the clients expected the field agent to initiate further contact while the agent expected them to do so, if they so desired. Subsequently, the field agent became aware of this problem, and began making a point of telling clients that if they wanted further assistance he was readily available. Mrs. Rollins, a more recent client, clearly understood that she could call on the field agent, for he had indicated his availability. These experiences suggest that at the end of each visit the field agent should reaffirm whose responsibility it will be to initiate the next contact.

3. Both the clients who were pleased with the service provided by the field agent, and the clients who had experienced an impasse or other dissatisfaction connected with the field agent role, were impressed by the competent, efficient and likeable manner that the field agent presented. This suggests that the various facets of the field agent role can be defined and developed independently of the personality of any given field agent.

4. Two clients, Mr. Mason and Mr. Richards, each had two requests which were made on separate occasions. But in their own thinking they merged the requests. Such phenomena do not bear any relationship to the quality of the service but they may present problems if a dissemination service wishes to evaluate what it is doing.

5. The field agent should probably engage in a periodic review of the extent of awareness about the dissemination project in a particular district, to assess whether more publicity efforts are in order. Presently the Ravenna district is ripe for a presentation to the faculty; the Superintendent now holds the service in high regard, and wonders why more of his teachers are not using it. Recent clients are still learning about the service "by chance," and find themselves telling their colleagues about its existence. Such personal publicity about the project might be more likely to induce the listener to initiate his own request if he were already generally aware of the service.

SUPERINTENDENT OSMAN AND MERIT PAY

Ravenna District was among the first to which the field agent introduced the project, for he was a long-standing friend of the Superintendent, Mr. Osman. Moreover, Osman was widely regarded as a good, traditional school man, so if the field agent could establish his service in this district this might help him gain entry into other districts.

One avenue by which this might come about is Osman's contacts with his colleagues, for he is active in education circles. He belongs to the national and state association of school administrators, and the national and state education associations. He attends association meetings, and has been elected to office in the past. Osman is in his late forties, has an M.Ed. degree and a superintendent's certificate.

At the beginning of December, 1970, the field agent visited Osman, talked about the dissemination service, and asked whether he could work in the district. Osman granted permission, and arranged for the field agent to explain the service at a district principals' meeting the following week. But for his own part Osman expressed ambivalence toward it. On the one hand, he felt that the service had a tremendous potential, but on the other he could not see how it could be of value to a small district. Although a small district like Ravenna may have information needs, it lacks the facilities for handling research information. Furthermore, in view of the volume of his mail, of which 60 percent is in the category of "research," Osman certainly had no need for additional reading material. When the field agent explained that the information would be screened for its pertinency to a given matter, Osman became worried about censorship. When the field agent said that the service could provide information about programs in other parts of the country, Osman commented:

> Maybe we can improve by learning from other parts of the country . . . but some [programs] are suspect . . . you read a glorified article of some district doing a tremendous thing; but when you write, they reply that they don't have it written up yet . . . and you never hear from them again. . . . It was just a good public relations job.

Toward the end of the interview Osman apologized for sounding negative, saying, "I'm excited by what your position can do but I don't envy you. The potential is tremendous . . . but we can't utilize research . . . there are budget problems."

Osman had no clear conception of how his district might benefit from the service, or the type of research documents that it could provide. At the same time, the field agent himself was unable to be very specific about the utility of the service, for he had been on the job about a month and this was his first visit to inform someone about it.

In the ensuing months the field agent received several requests from teachers and principals in the district. However, Osman himself did not request information until several months later when he asked for material on merit pay. Since the school board had been contemplating for some time whether to investigate merit pay, agreeing to move in that direction in the previous year, and the president of the local teacher's association had requested information on merit pay a year earlier, Osman's request would seem rather late in coming. There are two possible explanations for this.

First, an organizational structure for reviewing the material on merit pay and making specific recommendations to the board was presumably lacking prior to Osman's request. District plans were now emerging for the formation of a merit pay study committee. This committee was to consist of two principals, four teachers, and two school board members, one of whom would be chairman. It is possible that Osman did not feel the need for making a request until persons had been designated who would be responsible for studying research on merit pay. Such an outlook would be consistent with his attitude that a small district lacks facilities for handling research material.

Secondly, just prior to Osman's request, the field agent instituted a quarterly report of his activities, which he distributed to all Superintendents in the county. The report listed all requests for the previous three months, with a brief description of their requests, including several on merit pay. The report may have dispelled some of Osman's earlier uncertainities about the project by showing him the kinds of requests that his counterparts in other districts made. The field agent is certain that his report was a catalyst in this instance. One day when he ran into Osman in town, the Superintendent mentioned that he appreciated receiving the report, and was thinking of asking the field agent for assistance.

Shortly thereafter, Osman telephoned the field agent and the two men discussed the request. The field agent broadened the topic of merit pay to include also accountability, performance contracting, differentiated staffing and collective negotiations. He ordered PET packets for these subjects. For merit pay itself he requested a SID (computer "search in depth") on definitions of merit pay, merit pay programs currently being used, the determination of salary schedules and salary schedules in use, procedures connected with establishing and administering merit pay, and evaluation instruments. The PET packets were sent to Osman about three weeks later; soon thereafter the field agent personally delivered ERIC abstracts. A week later the field observer contacted Osman, who was just in the process of reading, sorting and reducing the pile of retrieved information, at the request of the merit pay committee chairman.

According to the field agent's records he visited Osman only once in regard to the merit pay request. However, the Superintendent recalled that the field agent visited him two or three times. The discrepancy between field agent records and client recollection may, for some field agents, indicate visits that have not been recorded. This is not the case here, for this particular field agent rarely makes casual visits that go unrecorded. The discrepancy then suggests that when a client is satisfied with the service he may believe that he has received more attention from the field agent than he actually did.

Merit pay was one topic about which the field agent had definite ideas as to approach. In his view, if an effective merit pay program is to be developed a district should take into account how the program is to dovetail with the structure of its teaching positions, the type of performance expected from the teachers, how the program is to be administered, and how the teachers are to be evaluated. The field agent probably discussed these related topics briefly on the telephone with Osman, and then explained his approach to the request more fully when he delivered the information packet. Osman perceived the telephone conversation with the field agent as a way of accomplishing preliminary work on his request, while the face-to-face contact offered

> . . . [an] opportunity for more detail that is not possible on the telephone . . . [it's] a more relaxed atmosphere and [you can] really hammer something out. . . . The program will not succeed by telephone or mail . . . [you need to] sit down and talk . . . something out. [The visit] was beneficial for me. [We could] outline specifically what we want . . . background on merit pay. . . . What are we really saying? Based on what? It goes into accountability, performance, goals . . . the attainment of goals. . . . People think you have vision and walk in [to a classroom] and see great teaching! . . . It's just good when you talk with someone and share your problems and aspirations. It's very challenging in this district. There's a fear on the teachers' part as to how they will be evaluated.

We can thus conclude that the field agent enlarged Osman's perceptions regarding a consideration of merit pay. Also, Osman's remarks suggest that the field agent gave some effective support for the difficulties he anticipated. But beyond this Osman did not look to the field agent for further assistance.

> I would not discuss merit pay just with anyone . . . there are not many successful merit programs available. I appreciate [the field agent's] background but he is limited as all of us are. [He] is supportive of the approach but he will not be a resource.

In sum, the field agent can help Osman think about the topic, and can give him general support for the direction he is taking, but he cannot act as a consultant who would help with the review, selection and development process.

Osman thought it advantageous for the field agent to deliver material in person rather than to have it sent out. This type of visit gives the field agent an opportunity to mention what other districts are doing, and to share his own background on a topic. Since both types of information can be given to the client on a visit to formulate a request, Osman's favorable reactions to having information returned in person may stem from the fact that this was indeed his only face-to-face visit with the field agent with regard to merit pay.

The experience that Osman was having in going through the retrieved material is significant in light of his earlier ambivalence about the service. He thought a large amount of information had been retrieved, but he would not have wanted any less.

> We are striking into barren land. We need to know what to adopt for this district. We appreciate the background. [We would not want less material] because of the problem of someone else setting out direction by screening. I'd rather have a bushel basket. . . . Education is top heavy in research. We say we want more research but it is available and we are not using it. Golly, I was surprised how much there is available in this area and how quickly it was gathered!

The contrast between Osman's reactions to the information, and his reactions when the field agent talked about the dissemination program 14 months earlier, illustrates some of the difficulties attendant on publicizing the service. Somehow the field agent must convey to the prospective client that the research information to which he has access is radically different from that which the client ordinarily receives through his various memberships and subscriptions.

A side effect of the information that Osman received is that he now feels that his staff is not making enough demands on the project: "If this is an example [of what the service can do] I am seriously concerned that people are not using it."

THE QUINCY PRIMARY SCHOOL REQUESTS

Mr. Mayhew, the Quincy principal, met the field agent when the latter explained the dissemination program at a Ravenna principals' meeting. At that time Mayhew made his first request. The next day, the field agent was invited to Quincy to discuss a Title III proposal with Mrs. Bramford, a third grade teacher, and received his second request from the school. Sometime later, Mayhew mentioned to the field agent that he had something else on his mind, so the field agent suggested that they get together. The field agent returned materials to Mayhew for his first request and discussed his new one at the same time. These requests are discussed below in their chronological order.

Mrs. Bramford and a Title III Proposal. In the rural setting of Quincy Mrs. Bramford makes a very urbane impression. She dresses chicly and is self-possessed. She began her teaching career four years ago at

Quincy after completing a B.S. Mrs. Bramford needs 12 more credit hours for a master's degree and a certificate in extreme learning problems (ELP). Her memberships include Phi Lambda Theta, the national, state and local education associations, CEC, and ACJ. She attends the meetings of some of these organizations.

Mrs. Bramford divides the Quincy teachers into three categories: those who do their job on a daily basis and are not interested in learning new things but are competent; those who just put their time in and are not doing a good job even if they think they are; and those who are interested in learning about new things, who visit other schools, and continue with their professional education. Mrs. Bramford puts herself in the latter category but feels that she learns little from others in it. Most of what she learns comes from outside of Quincy. She perceives Mayhew is very supportive of innovative efforts, although the creativity that he brings to such efforts is from an administrator's perspective rather than from a teacher's perspective.

> . . . he is very approachable . . . if you present something in an orderly fashion he lets you try it out. . . . He gives you a free hand within limits [such as limits set by textbook adoption schedule]. . . . I haven't lost any 'battles' yet with Mayhew.

In sum, Mrs. Bramford is interested in change, and receives support from her principal for her change efforts. Her request reflects her background and interest in learning problems.

The staff in general, and Mrs. Bramford in particular, had been concerned for some time about how to handle children with learning problems, especially each year's incoming first graders. Prior to 1970-71, the school was organized around "homogeneous" classrooms; within grade levels those children who were recognized as having learning problems were placed in separate rooms. This arrangement was deemed unsatisfactory, so in 1970-71 the children with learning problems were mixed with the others in a heterogeneous situation. However, the teachers, especially the first grade teachers, were unhappy with this also. Mrs. Bramford, Mr. Mayhew and the school psychologist were aware that other schools had "pre-primary" programs for first graders with learning problems, and were beginning to consider such a program for Quincy. Mayhew heard about Title III, which would allow Quincy to apply for federal funds for a pre-primary program, and mentioned it to Mrs. Bramford and the psychologist.

They decided to try writing a Title III proposal--a task which proved more difficult than they had anticipated, since they lacked proposal writing experience. Furthermore, they had little lead time between learning about Title III and the application deadline. Mayhew thought the field agent might be able to help, and suggested that Mrs. Bramford contact him. Mrs. Bramford assumed that the field agent could assist with the actual proposal writing, and invited him out with this in mind. The field agent did not clarify his function at the time, but invited the public relations officer of the IEA, who had some experience in writing federal proposals, to accompany him on his visit to Quincy.

At Quincy, the field agent explained to Mrs. Bramford, Mayhew and the school psychologist what his function actually was, and that it did not include direct assistance with proposal writing. The Quincy people then said they were interested in procedures for identifying prospective school failures in order to give them special treatment and that they could use research information on the topic. Mrs. Bramford also cited one book and two ERIC documents which dealt with learning problems which she would appreciate receiving.

The conversation to formulate the request was quite general. The field agent and the PR officer felt that the Quincy people did not really know what they wanted to do, but that the nearness of the proposal deadline prevented offering more assistance than the retrieval of information. Mayhew felt that the conversation was not particularly beneficial to anyone. Mrs. Bramford could only recall such details as that the field agent took notes.

Mrs. Bramford described the meeting as brief. The field agent impressed her as being efficient and, at the time, as understanding the problem. "The field agent told us what he would do, which he immediately did. There was no delay." About a week later the field agent drove to Quincy to deliver the book that had been mentioned, but did not see Mrs. Bramford. The ERIC abstracts became available during the Christmas holidays and were sent out by courier. This concluded Mrs. Bramford's contact with the service.

With the exception of the book that Mrs. Bramford had requested, the retrieved materials proved of little help. One reason for this was that she was frustrated by receiving abstracts rather than full-length documents. Apparently either Mrs. Bramford did not understand that she had the option of ordering microfiche, or time pressures precluded this as a realistic option. Another factor was that the few abstracts that were returned were irrelevant for they dealt with handicapped and retarded children, who were not of focal concern. Mrs. Bramford was not sure then whether there was only a very limited supply of research for her topic or whether, after all, the field agent had not fully comprehended her problem. In any case, because of the lack of further contact with the field agent, Mrs. Bramford said, "We were terminated before anyone asked if wanted any more data."

From the perspective of the service this request illustrates several problems for which solutions are now in effect. Initially there was a lack of information about ordering microfiche after identifying pertinent abstracts. The field agent now makes a point of returning material in person, especially to new clients, in order to explain the process for obtaining fiche. This is reenforced by a cover letter on the information packet which explains the headings that come with the abstracts, and where ERIC fiche is available. In addition, deadlines for utilizing information may not allow enough lead time for requesting abstracts and fiche in succession. Consequently, the retrieval staff began reviewing SIDs for urgant requests with an eye toward supplying fiche or hard copy immediately. This procedure, which was followed for Mr. Richard' request (see below), allows the client to receive complete documents simultaneously with his SID. Finally, Mrs. Bramford's feelings of being cut off indicate that she held the unreciprocated expectation that the field agent would maintain contact. To avoid this kind of impasse the field agent now informs clients that if the search is inadequate, or if other service is desired, they should contact him.

Despite the inadequacy of the material that was retrieved, Mrs. Bramford proceeded with the writing of the proposal, utilizing her own ideas and some that Mayhew shared with her. Mayhew then appealed to the SEA for assistance in preparing the final version and they sent some consultants. Quincy's proposal was accepted, and this year the school is operating a pre-primary program funded by Title III.

The field agent had felt that consultant help was needed, but did not ask the retrieval staff to provide any. In the first place, procedures for bringing in consultants had not yet been defined. Secondly, and perhaps more importantly, the field agent thought that the urgency of the request precluded calling in SEA consultants. At present, these points are pertinent only to the extent of illustrating the kinds of problems a dissemination service may have at its inception. Procedures for bringing in consultants have been established. Also, the field agent has become more skilled in identifying just how much time there is for processing a request, and in making the best use of the time available.

Mayhew and Curriculum Coordination. Mr. Mayhew is an energetic, attractive man in his mid-thirties. He holds a master's degree in elementary education and a certificate in elementary administration. Of the four principals in the district Mayhew has the most seniority, having come to Quincy in 1967. Nuances in Mayhew's remarks, as well as those of two other principals, suggest that he might be the informal leader among Ravenna's principals.

For some time Mayhew felt that the district should have a curriculum coordinator. The Superintendent administered the district by himself, without district level staff to assist in coordinating programs for the four schools. Such coordination as existed was handled by several secondary teachers who functioned as coordinators in their subjects.

At the beginning of the dissemination service, the Ravenna principals, at Mayhew's instigation, formulated a plan for hiring a curriculum coordinator, and tried to convince the school board of its merits. The school board accepted the plan to the extent of allowing the voters to vote separately on the budget allocation for a curriculum coordinator's salary. But the voters defeated this item, and afterwards there was some sentiment expressed that the Superintendent could have "pushed harder" for curriculum coordination.

The field agent gave his talk on the service to the principals just at the time that the idea of a curriculum coordinator was being discussed. Immediately after the principals' meeting Mayhew requested information from the field agent on curriculum coordination in a small rural district, with the intention of passing such information on to the other administrators and the school board. The field agent brought a set of ERIC abstracts to Mayhew, but noted that he wasn't sure whether the material was pertinent to the topic. He added that he would be happy to cooperate if Mayhew wanted to redefine the request in an effort to obtain more pertinent material. However, Mayhew felt the field agent had done all he could at this point.

Mayhew reviewed the abstracts and then passed them on to the Superintendent's office with the recommendation that they be given to the high school principal. Most of the abstracts dealt with curriculum coordination at the secondary level, particularly in the area of vocational education. Since the high school principal was in the process of writing a vocational education program, Mayhew thought the abstracts might be of use to him. The high school principal never received the abstracts, however, which means either that they remained in the Superintendent's office, or that they were passed on to someone else.

Mayhew's Plan for Reorganizing the Primary School. Mayhew's second request excited both him and the field agent, yet it came to nought, possibly because of Mayhew's own personality combined with shortcomings in the service at the time. An IEA member described Mayhew as an ambitious person with grand and good ideas, who tended, however, to spread himself thinly, and not always follow his undertakings to their conclusion.

In this instance Mayhew's grand idea emerged from ideals he had for doing something that would really change education "for kids," and that would "really get at the heart of the problem." One of the sources of "the problem," in Mayhew's thinking, was that children must learn through work sheets, mimicry, and memorization. The self-contained classroom, around which Quincy was organized, allows children very little autonomy. They are given opportunity to relate to only one adult in the school, although they are capable of relating to hundreds of television characters and knowing their personalities. Mayhew rejected the assumption that a child can relate best to one teacher who will work with and understand the whole child. Furthermore, from the teacher's perspective, the self-contained classroom does not allow him to stress his strengths and individuality, for he must do the same thing as all the other teachers in the building, namely, teach every subject and be all things to one group of students.

The solution toward which Mayhew wished to move would allow teachers to instruct in their strong areas, and would allow pupils to experience several teachers. He envisioned an arrangement whereby, for example, all the teachers who instruct math would be in one room, and the pupils would rotate among these teachers, depending upon their math comprehension, and their ability to get on with a given teacher. Prior to the field agent's visit, Mayhew had already shared his idea with his teachers, the Superintendent, professor and an SEA staff person.

The Superintendent did not oppose the plan; therefore, Mayhew could develop it and then try to convince Osman and the school board to accept it. The professor, who was familiar with differentiated staffing, told Mayhew to go "full steam ahead." Mayhew could not recall the SEA staff member's response because "we didn't go into it in depth." His teachers had become aware of his thinking through staff meetings when he drew diagrams on the board to illustrate potential arrangements, and had suggested that the change be implemented one grade at a time. Mayhew felt that enough teachers would welcome the change, or at least support it, so that he could go ahead with it. Although two or three teachers might be hesitant, Mayhew felt they could be fitted into the program, allowing for the fact that, "they have a right to be different." Overall, Mayhew had given much thought to his ideas before talking with the field agent, and was at a point where he needed technical assistance to help him develop his program, for as he explained: "I have never instigated a new program myself."

The field agent's summary of his conversation with Mayhew indicated that the two men discussed Mayhew's belief that the school system underestimates a child's capacity for autonomy, and such topics as team teaching, modular scheduling, and cooperative planning. The field agent indicated that at the outset he would request material bearing on the nonself-contained classroom concept for primary grades, staffing arrangements such as team teaching, and also a review of pertinent projects even if these existed at a higher level than the primary grades.

Mayhew expressed himself with a vigorous enthusiasm that was contagious. By the end of the interview the field agent was excited and highly impressed by all that Mayhew had said. He gave Mayhew the impression that this was a major project in which he would become involved.

As a result of his initial contacts with the field agent Mayhew expected that the field agent would engage in follow-up work with him by providing technical assistance, by discussing and developing ideas with him, by functioning as a sounding board, and by giving the client the benefit of his experience and observations in other districts. In short, Mayhew anticipated that the field agent would work with him until such time as the program was crystallized and on its way to implementation, or became blocked by the school board. None of these expectations were realized. The field agent, in practice, did not operate in this manner. Furthermore, the two men had no further contacts so there was no opportunity to explore what Mayhew could realistically expect of the field agent.

The manner in which the field agent filled out the request form puzzled the retrieval specialist. With the field agent's permission, she telephoned Mayhew to obtain clarification, and then processed the request through the local computer system which was then becoming operative. She also referred the request to two SEA consultants. The consultant on childhood education wrote a letter to the specialist, indicating pessimism about the reorganization plan, and felt it was better for teachers to move from one classroom to another than for such young children to do so. The consultant in elementary education administration suggested to the retrieval specialist that Mayhew contact two administrators in other school districts in regard to differentiated staffing at the elementary level. A month after the field agent's visit, the retrieval specialist sent the agent ERIC abstracts, a study on individualizing instruction, and the information supplied by the consultants. The field agent had this material sent on to Mayhew. In not delivering the material in person the field agent did not fulfill the expectation to which he had given rise when he saw Mayhew in February, i.e., that he regarded this request as an important project in which he would be heavily involved.

Mayhew indicated on a follow-up form sent out by the service about two weeks later that he had shared the information with a classroom teacher and a counselor, and that he found the information to be good but was still evaluating it. However, a month or so later, when the evaluation observer contacted Mayhew, the latter said that the material was not at all relevant to his interests, and that it was not even "sufficiently similar" to allow him to pick up cues or hints about how he might proceed with his ideas. Further, he had been waiting for the field agent to recontact him so that the request could be discussed further. Because the field agent had already indicated that he had no plans for initiating such a contact, the observer suggested to Mayhew that he telephone the agent to explain that the materials were inadequate. The observer then reported parts of the conversation with Mayhew to the field agent, whereupon he said that possibly he should contact Mayhew. Nonetheless, in the ensuing months neither made an effort to contact the other, and the impasse continued.

Seven months later the field observer visited Mayhew to ascertain whether there were any further developments. Mayhew explained that the material he had received was oriented to the junior high school level or above, and that most of the research dealt with departmental organization where each member of the department taught alone. Also, Mayhew claimed he had not received a copy of the letter from the childhood consultant or information about contacting other districts.

At this juncture, Mayhew was discouraged about pursuing his ideas further. He did not have time anymore to do so, for he found administering federal projects to be quite time-consuming. Further, pressure from the SEA to develop measurable learning objectives, as part of its effort to increase accountability, left little time for working on "creative ideas." Mayhew also felt it would be inappropriate to bring his teachers to accept a major reorganization just at the time that he was working with them on the development of objectives. As he put it: "This would be one more thing I have to push on teachers."

Nothing may have happened even if the field agent had engaged in follow-up activities. Mayhew's request did not fall into a clear-cut category, and he may not have been willing to invest the necessary time and energy to formulate a program suited to his needs. Certainly this is one way of interpreting his interest in receiving technical assistance, that is, as help from consultants who could prescribe how to implement his ideas.

In any case, it seems clear that the field agent should have acted on his promise of involvement with the request, either by returning the information in person or by telephoning to see whether the material was proving relevant, and further steps were to be taken. This would have avoided the impasse that did develop, wherein Mayhew expected the field agent to take action, and the field agent expected Mayhew to initiate contact. The next step might have been to redefine the request for further retrieval work or for direct consultant assistance, or to encourage Mayhew to visit the school districts recommended to him, or a combination of these.

MR. RICHARDS AND CAREER AWARENESS

Mr. Richards became principal of Howell Elementary School in the preceding year at a time when the school had already engaged in some classroom reorganization. Three years earlier the self-contained classroom had been eliminated and students placed in ability groups. This procedure stratified the students into layers of the smart ones, the "dum-dums" and the average, with the by now familiar concomitants of low self-esteem among the "dum-dums," and interaction on the basis of stereotyping. Consequently, during Richards' first year, the students were again reorganized. Ability groupings were retained only for math and language arts, which took up half the school day. During the other half the students were in "home room" situations where all ability levels were mixed. Furthermore, the new ability groups were specific to each subject, so that if a student was bright in math but less competent in English he was grouped accordingly. The decision to reorganize in this manner was reached jointly by the faculty and Richards during the summer prior to the beginning of the dissemination service and then recommended to the school board, which approved it. New problems had arisen as a result of this arrangement and Richards was now helping his staff to find solutions for them.

One might infer from this course of events that Richards received the principalship because of his capacity for leadership in change. Indeed, his style is to involve the teachers as much as possible in planning for change.

> [My] personal philosophy here [is] if a person is going to use it he has to develop it, or the more involved they are the more usable it's going to be.

Richards has a youthful, forthright professional manner that complements his outlook. He is thirty-two years old, has been in education for ten years, and holds a master's degree. He belongs to the national and state education associations, and the state elementary principals' association, and attends meetings of these groups.

Like Mayhew, Richards first heard about the dissemination project when the field agent explained it to the district administrators. Richards gained the impression that the field agent was on call, but waited for four months before making a request.

> I let it sit for a while until the need arose. I did not make any trial [request] to see what it could do.

The need arose as a result of an SEA request for ideas which could be developed for applying for federal funds. At a Ravenna principals' meeting the Superintendent displayed the request form and asked who wanted to try his hand at it. Richards volunteered, explaining, "the other principals were busy so I accepted the obligation." Because of very short lead time Richards filled out the form himself over a weekend without consulting his faculty, and sent it to the SEA. On the form he indicated that he was interested in what could be done to make grades 4-6 more aware of their parents' work, and to integrate school instruction with what students would be doing in later life. This line of thinking was consistent with the SEA priority of strengthening "career education."

Two weeks later the SEA returned the paper to Richards with the felicitous news that his idea was one of a hundred which might be appropriate for one of three federal grants. With so many schools competing, Richards felt the matter was not worth pursuing, and threw his idea paper away. Three weeks later the SEA inquired where Richards' proposal was, and he replied that he had not written one. Thereupon the SEA informed him that he was one of the top three contenders although this could not be stated in writing. This information gave Richards the impetus to develop a proposal, but he felt handicapped at the lack of knowledge of what others were doing in career awareness.

It was at this point that he called the field agent, saying that he wanted to know what was being done in career awareness for grades 4-6. The field agent visited him soon thereafter and the two men spent an enjoyable afternoon. As Richards recalled:

> We chewed the fat about philosophy and theories about what can be done with kids. . . . I did most of the talking . . . letting him know our thinking, and then he asked a few questions . . .not why are you doing this, but what specifically are you looking for.

Richards found the field agent to be likeable and personable, but the conversation did not clarify or further his own thinking on the topic. However, Richards was not seeking a sounding board in the field agent, nor did he feel that he gave the agent much of an opportunity to help him clarify his ideas.

Since time was of the essence for Richards' request, the field agent telephoned the retrieval staff to ask for immediate assistance. Two days later Richards and a committee of Howell teachers met with the other two top contenders for the federal grants in a nearby metropolis. The SEA sent consultants to the meeting to help stimulate the development of ideas and to assist with proposal writing. During this work session, Richards received a telephone call from a retrieval specialist who said that she was in his building with material for him. (The retrieval specialist was in Ravenna, participating in an SEA evaluation visit, and had taken that opportunity to deliver the information.) They agreed that she would drive to town to bring the packet to Richards. The teachers with him remarked, "Gee, that's pretty quick service."

The packet contained abstracts and one hard copy of a fifty-page document. To expedite matters the retrieval specialist had reviewed the abstracts and then arranged for hard copy of one article that seemed to be most pertinent to the request. (For this request the retrieval staff probably tapped only sources of information that were on file in the office, such as copies of earlier requests on career awareness, and prepackaged material.) Consequently, Richards had no need to order microfiche. This particular document proved highly beneficial in contrast to the other abstracts which focused on secondary school programs.

The article detailed a plan for incorporating awareness about careers into standard subjects such as history and math. Also, it gave an evaluation of the program, with such data as drop-out rates. This material became the basis around which Richards, a teacher from each grade, and the counselor wrote the final proposal. (During the proposal writing period Richards also discussed the retrieved information with both Mayhew and Osman.) Richards perceived his role during the proposal writing phase as one of supplying the initial idea and the background information that the teachers needed. The proposal was funded.

After Richards received funding he became concerned about how to evaluate attitude changes that might result from implementation of the career awareness program. Richards contacted the field agent once again, and this time received a SID and a CAT packet. Neither was of much use. As Richards noted:

> We didn't find much. . . . The field agent did his best, but didn't come up with anything we could rely on. . . . So we have tried to develop our own [attitude tests] with the little bit that was returned. . . . The field agent said that was the best we could find.

The material was helpful in that it reenforced Richards' thinking that there was nothing available, and that he and his staff would have to innovate even though they were neophytes.

One component of the instrument developed by Richards and his staff taps the respondent's opinion of what are essential and nonessential occupations. The results indicated that educators tend to stress professional jobs, so the Howell staff is now trying to give "equal time" to nonprofessional jobs by doing such things as inviting a house painter in his work clothes to the math class to demonstrate how he calculates the amount of paint needed for a job.

Richards' perception of the field agent role differs from that of Mayhew. He sees the role as one entailing mainly the retrieval of information.

> That's the only way the field agent explained it . . . as an information agent. If there are other ways [for the field agent to work] we would certainly like to know about them.

Leaving individual variations in perception aside, there are to explanations for Mayhew's and Richards' different expectations for the field agent. First, Mayhew was seeking assistance from human as well as information sources, and the field agent's positive response to this need may have influenced his expectations. In contrast, Richards was seeking assistance only from information sources. Secondly, at the time that the field agent was in contact with Mayhew he defined his role in broader and vaguer terms than when he was in contact with Richards, which occurred several months later. During the earlier period the field agent felt that his role allowed him to become more involved with clients simply delivering information, although this involvement was not spelled out. Subsequently, he limited his role mainly to that of diagnosing requests and delivering information. It is possible therefore that the field agent conveyed the broader, looser role definition to Mayhew, and the more narrow role definition to Richards.

The very success of the career awareness program at Howell is preventing Richards from contemplating other needs that might lead to requests.

> If we do a good job we have more work to do. The SEA has asked for 135 copies of the program. The university has asked for Howell teachers to help plan summer workshops. At a school board meeting last night an SEA man asked if we were interested in developing a [similar] program for grades 1-12. I just finished completing a follow-up proposal for summer to revise the program for grades 4-6 and to write an initial program for grades 1-3. We did too good a job and now it's snowballing.

Richards would like to make more use of the field agent, but he does not have the time.

> The metropolitan district has the same ratio of students to principals as in Ravenna, but it has twenty-seven additional persons at the district level so you can pass the buck a little and ask for help. In our district there is no one. It's me or else. Each of our four principals feels the same way. So we don't have time for other projects which would use the field agent more.

RAVENNA HIGH SCHOOL--FOUR CLIENTS

Ravenna High School gives the impression of being less innovative than Quincy or Trent, but it too has experienced some changes in recent years. More periods have been added to the school day; there is some back-to-back scheduling to allow lab classes to meet for one and a half hours; and the English department has what the principal regards as a unique nongraded program that was originated by the teachers and the department chairman. Mr. Mason, the principal, who came to the school in the previous year, felt that the most significant changes were occurring in career education. The school has a pilot project in one of the major local industries which may become a model for the state. Other career cluster programs are being expanded by seeking work-experience stations for the students.

Like Mayhew, Mason is very much concerned with improving curriculum coordination. He would like to involve the entire faculty in a more systematic fashion in curriculum planning by doing such things as giving release time at the end of each quarter. This will make it possible for the teachers to have a block of time for concentrating exclusively on curriculum.

The requests originating from the high school staff were spread over a nine-months period. Mrs. Rollins, who made a later request, was highly satisfied with precisely that aspect of the field agent role which Mr. O'Connor, who made his request much earlier, considered deficient. Their differing opinions had to do with the field agent's explanation to the client of who was responsible for initiating further contact. Both O'Connor and Rollins expressed concern about the lack of publicity about the project. Since the field agent made a major publicity effort over the year, this indicates that some aspects of the field agent role are less amenable to solution than are others.

Mr. O'Connor: Merit Pay and Remedial Reading. O'Connor is a lanky soft-spoken man in his late twenties who has been at Ravenna for six years teaching English and counseling students. This was his first position since completing his B.Ed. He had enough hours to qualify as an "informal" English major and has taken courses for his "fifth" year.

O'Connor first heard about the field agent while attending an IEA testing council meeting. The IEA testing specialist, who had already used the dissemination service, mentioned that a field agent was assigned to the IEA to assist teachers with obtaining research on pertinent topics. Shortly thereafter O'Connor contacted the field agent and the latter visited him. After telling the field agent how he heard about the service, O'Connor broached his first request. What follows is an excerpt from a recording of the visit made by the field agent.

O'Connor: Our school board and our teachers--I'm president of the association--have agreed to study merit pay possibilities for year after next. . . . I have a fear that things will be done hurriedly and incompletely, so . . . I thought your service . . . might be able to ask for research or a model of 'merit' pay, 'incentive' pay

. . . they have different terms for it around the country; particularly if there are any working in smaller school districts. We have a certified staff of eighty-one and a student body of 1,300 or 1,400. The only merit pay plans I've ever heard of happen to be in fairly large districts.

Field Agent: You'd like us to tailor the information to districts comparable to Ravenna?

O'Connor: Yes.

Field Agent: . . . I noticed that . . . [BOCS] . . . had fifty-one packets . . . [some] in respect to negotiation and one was on merit pay. We could start out in general and then probably particularize it if this seems like a feasible way to do it. These things would be available immediately. I'll . . . telephone the request in this afternoon. Next week I'm going to be busy . . . but hopefully in the next couple of weeks we can get these initial packets back.

O'Connor: That would be good.

Field Agent: I assume that time is a crucial element. . . .

O'Connor: As I understand the proposal as far as methodology is concerned, they want to do quite a bit of study this spring. . . .

Field Agent: Oh . . .it's not something you want to present for this next meeting. So we have the spring.

O'Connor: Yes, this spring and I suppose summer, but they want things pretty well under way this spring. You see . . . we do our negotiations with the school board . . . in November and December. . . . Whatever is determined still has to be negotiated even if we all agree on some type of plan. We would still probably negotiate the amount of money . . . and other factors.

Field Agent: I'll say how merit pay is operating in other districts but also teacher negotiation related to. . . .

O'Connor: Good . . . we have a wealth of negotiation material from the [state teachers' association]. . . .

Field Agent: We'll try to orient this particularly to your needs. We won't innundate you with a big block of information. We want information to be cogent to your particular concern . . . the establishment of merit pay.

(This request was the first one on merit pay that the field agent had received. Since then, as is evident from Osman's request on the same topic, the field agent has developed a more complex approach to the topic that alerts the client to such related considerations as accountability and the structure of teaching positions. Thus, as the agent has had more opportunity to think about certain topics, and to develop expertise in defining the parameters of a request, he became more effective in helping the client to approach the topic.)

O'Connor went on to say he had informed the Superintendent that he would be contacting the field agent about merit pay. The field agent summarized the points covered, noting that there was no immediate urgency and that he would only return information pertinent to the request. O'Connor asked how many copies of the material would be returned, and the field agent explained very briefly about abstracts, microfiche and microfiche readers. O'Connor was unfamiliar with fiche; and as will become apparent later, the explanation the field agent gave at this time was inadequate. The conversation then moved to O'Connor's second request which will be discussed later in this study.

About a month later the retrieval staff sent a PET packet on merit pay and teacher negotiations to the field agent, with a note saying that the request had been referred to an SEA specialist who had offered his services. The note also suggested that the specialist could best be of help if the field agent were to contact him and give him more details about the request and its setting. However, the field agent did not initiate follow-up work on the merit pay request, nor did O'Connor ask for it.

O'Connor could not recall whether the field agent delivered the material in person or whether it was sent to him. The field agent might have come and he might have seen O'Connor just long enough to say hello. (O'Connor was doing full-time counseling work and had little time for visitors as the semester progressed.) O'Connor reviewed the material briefly and then sent it on to the Superintendent's office with a note explaining what it was. He himself was not on the merit pay committee and had only made the request to be helpful to the teacher's association and the school board. He had not explained this to the field agent, and the latter did not become aware of it since he did not pursue the merit pay request with O'Connor, although the two men had further contact in regard to techniques for publicizing the service more effectively. The field observer subsequently contacted the Superintendent to find out how the merit pay material was used. Osman then claimed he knew nothing about the request, although the field agent had mentioned it to him.

This sequence of events lends itself to two alternative conclusions. The first is that the material was pigeonholed in Osman's office without being used by anyone. The second is that someone in the Superintendent's office turned it over to the teacher's association.

The second request that O'Connor gave the field agent dealt with the development of remedial reading programs for ninth graders.

Currently, the SEA had as a high priority the improvement of reading instruction to the point where all students could read to the full limit of their capacities before they leave school. Accordingly, districts were asked to develop plans for meeting this objective. As a part of the Ravenna plan, O'Connor was asked to develop a ninth grade remedial reading course that he himself would teach the following year. Heretofore there was virtually no such program in the high school. Moreover, the district was not contracting with the IEA to utilize the service of its reading specialist, nor did the district list a reading specialist on its staff beyond the primary level.

O'Connor told the field agent that he would be teaching a class in reading in the fall for the lowest readers of the entering ninth grade. He was not interested in fully developed reading programs because he was limited to a one-period effort, but he did want to know what schools do in cases where a single English teacher has this type of assignment. The field agent suggested immediately that SEA consultant help could be requested. O'Connor responded favorably to this, saying that he felt he could not contact the IEA consultant since the district had not contracted for IEA reading services. The field agent then pointed out that the IEA specialists were available for consultation as a part of their job, even if the district had no contract. O'Connor said, "That's a good point." The field agent indicated that he would process this request immediately, but O'Connor replied that there was no need for hurry because he was planning ahead to the fall. As the visit came to an end, O'Connor said, "I feel good that [the request] is under way."

Again, it is unknown how O'Connor received his material, whether by courier or in person. In any case, a week or so later he received a packet of PREP information (to be returned in two weeks), SEA publications on reading, and a computer print-out of abstracts. Nothing was said about the abstracts so he assumed they were his to keep. At this time, a few weeks prior to spring vacation and the end of the grading period, O'Connor was particularly busy, so he asked the field agent whether he could retain the loan material through the holidays. The field agent assented, but may not have communicated this to the retrieval specialist. The specialist called O'Connor and expressed concern about the return of the material, explaining that there were few copies available. O'Connor said that he found ten copies of one article in the packet. The specialist was surprised, and said if there were that many copies of something he could keep one, but if there were only two or three copies he should return them all. O'Connor was very appreciative of this, as well as of permission to keep some items longer than the allotted time.

During spring vacation O'Connor reviewed the loan material, duplicating what he wanted to keep (a process which he found a bit of a chore, for he had to unstaple and restaple pages). Also, he made copies of some items to pass on to his principal, such as those pertaining to the principal's role in reading problems. O'Connor then let the material lie dormant until after school was out when he would have ample time to devote to the preparation of a reading course.

When the field observer interviewed O'Connor about three months later he reported that the information had been of help in generating ideas for his course. But he could not say specifically what ideas he gleaned for he had also obtained ideas through other readings and through visitations to other schools. He anticipated that he would be making more direct use of the retrieved information in the future, for some of it referred to specific problems that individual students might have. "I'm sure I'll be referring to some of the stuff I copied and kept in a folder for myself." At the time he had not yet contacted the SEA consultant whose name had been given him. He also anticipated that he might call on the field agent later for assistance in developing individual learning packets. However, the field agent's records indicate that he never acted on this anticipation.

O'Connor had no plans for ordering microfiche because he did not understand what fiche was, or its relation to the abstracts, even though he recalled the field agent mentioning it. After the field observer explained about ERIC abstracts and fiche, O'Connor commented:

> I would have understood more if I could have seen samples [of the fiche]. I heard the term. . . . Of course the field agent had to explain a lot of stuff at our first meeting. So maybe [it would help] if the field agent can carry visual aids.

O'Connor also had uncertainties about what was supposed to happen after he received his material.

> I was surprised that I just got one packet. I thought it would be more continuous, that they would keep searching. I don't think I was told that, but I wasn't told 'this is all we could find and if it isn't good enough contact me and we'll start again,' or that the next step is up to me, or [told] what is next.

In short, the field agent had not made it clear whose responsibility it was to make the next move, or whether there was even another move to make.

(The field agent now carries samples of fiche with him, and concludes most contacts with clients by specifying who should make the next contact. Also, his publicity film illustrates microfiche.)

Despite the unknowns that O'Connor experienced, and what were to him inconveniences in regard to the loan material, he felt the program was sufficiently worthwhile for him to help publicize it. He talked to individual colleagues and to the faculty as a whole about the information he had received. In the spring he participated in a workshop on ERIC which the field agent had organized for exploring methods of publicity, and subsequently reported on the field agent's publicity plans at a district principals' meeting. "One or two had already used the service and knew what I was talking about. [They] were enthused about the retrieval potential."

Despite the frustrations that O'Connor experienced, it appears that both the field agent and the retrieved material served him. The very fact that the field agent had noted O'Connor's need for assistance with his reading course and had promised help alleviated some of the pressure on the teacher. In late spring O'Connor was feeling little pressure.

> We have nothing now [in the way of a reading program] . . . so I don't feel a great deal of pressure. Almost anything would be an improvement. Also, I've stolen some . . . good ideas from other places and will try to adapt them to the facilities, money and students. It'll be pretty workable.

Since O'Connor made his request on the same day as did Mayhew it is interesting to compare the histories of their requests. Both men registered the same criticism, that the field agent had not made it clear to them what to expect or do after information was returned. Nevertheless, O'Connor benefited from the service while Mayhew did not. The difference lies in the fact that the retrieval was effective for O'Connor but not for Mayhew, plus that O'Connor had a pressing need for assistance if he was to meet his teaching obligation in the fall while Mayhew had an idea but no pressing need. In effect then, O'Connor was more predisposed to be appreciative of almost any assistance. This suggests that the capacity of the dissemination project for retrieving pertinent information, and for providing leadership and followup, might be more important for those requests which are not instigated by external pressures on the client.

Mrs. Hoyt's Requests on Music and Scheduling. Mrs. Hoyt had been teaching English and dramatics at Ravenna High for four years. She has a B.S. in psychology and a certificate in speech and drama. She entered teaching relatively late, for she is in her early thirties, and the Ravenna post was her first. She is a sharp, perceptive woman who is probably more oriented to other pursuits than teaching. She has held office in the state's theatre arts association but gave no indication of belonging to any of the standard teachers' associations. She would like to find a research job in educational psychology.

Mrs. Hoyt learned about the dissemination program through an issue of the IEA newsletter. At the end of the month she wrote a letter to the field agent asking about research on the role of background music in the classroom. The field agent came to discuss the request with her. Mrs. Hoyt found the visit useful in that it helped her understand the program better, and particularly that it would take some time for the information to be retrieved.

The retrieval staff located one abstract on the topic, and the field agent noted in its margin that Mrs. Hoyt would find the second chapter very interesting. Mrs. Hoyt appreciated this highlighting, noting, "It helps, especially when you are really busy." The report of experimental findings supported Mrs. Hoyt's idea that the playing of background music in the classroom facilitated learning. Now she would like to apply for funds to carry out and evaluate her own classroom background music project, but she has been unable to find the time to write a proposal. In addition to her courses, Mrs. Hoyt directs the school's plays as an extracurricular activity.

Mrs. Hoyt's second request was on how rotation of classes affected the learning process. She was wondering whether students learned better at certain times of day, so that more effective learning could be achieved by having English, for example, taught one day during first period, the next during second, and so forth. Mrs. Hoyt attached much less importance to this request than her first one, making it primarily out of a general interest to see what was happening in other schools. She ordered microfiche on the topic but did not find the documents particularly pertinent. Much of it dealt with modular scheduling, which was not really related to her concern. Moreover, she knew that the district would not be interested in this type of scheduling. Mrs. Hoyt said of the material, "I didn't really get anything where I could say, 'Well look, they are doing that in such and such a place. Why don't we try it?'"

Mrs. Hoyt informed the principal of her requests, and showed him the book she received on music in the classroom. Also, she shared one microfiche on scheduling with a Spanish teacher, for it dealt with the teaching of Spanish.

Once a person is familiar with the service, Mrs. Hoyt feels, it can function as well by mail, both for making requests and delivering material. The field agent had returned material to her both in person and by courier. She found no particular advantage to having material delivered personally, although she enjoyed talking with the field agent about educational matters. The conversations, however, did not pertain directly to the requests. Unless a field agent has some special knowledge to offer in regard to a particular request, Mrs. Hoyt does not judge it necessary for the field agent to visit the client.

Mrs. Rollins and Teacher Evaluation. Mrs. Rollins teaches home economics both in the junior and senior high schools. She has an M.S. in secondary education and a vocational certificate. She has been in her present position, which was her first, for two years. Although Mrs. Rollins is in her late twenties, she still presents the image of an energetic and active co-ed. She belongs to several national and local teaching and home economics associations, attends the meetings of these groups, and has held office. Within the Ravenna teachers' association she was appointed to head a committee to study teacher evaluation forms. This committee was representative of the district in that it has members from each of the four schools.

To become more familiar with the topic of teacher evaluation, Mrs. Rollins went to the ERIC center at the nearby university. There she learned about the cost of using ERIC and was referred to the field agent at the IEA. She telephoned the IEA and the next day the field agent visited her to discuss her teacher evaluation request. (As a result of changes in state law, all districts are reexamining their teacher evaluation procedures. This probably underlies the formation of the committee and Mrs. Rollins' request.)

Mrs. Rollins found the conversation with the field agent, which lasted about forty-five minutes, to be very helpful. Otherwise, she said, she would not have understood the ramifications of teacher evaluation. The field agent pointed out that relevant research might be found under other headings besides teacher evaluation, such as merit pay and differentiated staffing. He did not explain the connection among these topics, but as soon as he mentioned them she was able to grasp the relationship. At this time the field agent also indicated that he would be happy to make himself available to her committee.

The field agent returned pre-packaged material and ERIC abstracts, in person, to Mrs. Rollins. The information covered such topics as personnel involvement in teacher evaluation, methods and types of evaluation, relationship to salary schedule, promotions and tenure, and differentiated staffing. The field agent spent about thirty minutes with Mrs. Rollins while she thumbed through the material, which had been separated into various bundles. He asked whether she had other concerns at this time. He mentioned that he had helped other districts on this matter and again indicated his availability to her committee.

Mrs. Rollins divided the material among her committee, each of whom was to report to the entire group on what he read. For her own part, Mrs. Rollins found that the material clarified her thinking about teacher evaluation.

> We had some ideas about what we wanted on [the evaluation] form and it concretized my thoughts. We wanted comments justifying objective marks and the reading reenforced this.

After the teacher evaluation committee was formed, the school board established a district committee to review merit pay. Since evaluation will have to be considered by the latter it will absorb the function of Mrs. Rollins' group. Consequently, her committee has narrowed its charge to selecting readings from the teacher evaluation material to pass on to the merit pay group. When this occurs, Mrs. Rollins will also recommend that the merit pay committee invite the field agent to one of its meetings, for she feels he can be of help.

Mrs. Rollins' own schedule prevented the teacher evaluation committee from meeting to review its own material and make recommendations to the merit pay committee. She thought that for this particular meeting she might invite the field agent, for she felt that he had considerable experience in the area of teacher evaluation that might contribute to the review and recommendation process. (This was the situation toward the end of March, although Mrs. Rollins had placed her request in November.)

The only criticism Mrs. Rollins had of the service was that it had not been adequately publicized in the district. She feels that more people would use it if they knew about it. For example, a reading teacher expressed interest in it when Mrs. Rollins mentioned it to her. Mrs. Rollins has several friends outside of the district who are using ERIC directly, and must pay relatively high fees for searches at the ERIC center. Thus, the service is particularly important for it provides free access to the ERIC search procedure.

Mrs. Rollins found little difference between having material returned in person or by courier, especially since she knew what she would be receiving. However, she quite clearly appreciated having an opportunity to discuss her request with the field agent, to learn that he was available to meet with committees, and that he had experience in certain areas of concern.

It may also be the case that Mrs. Rollins approached her charge with a certain degree of diffidence and therefore welcomed the stimulus of the field agent. She appears to be very devoted to home economics, planning to take summer courses "for fun" on pattern making and related topics. Her circle of friends includes university students who are working on advanced degrees, and who therefore would not be in a position to offer much advice on teacher evaluation.

A Comparison of Mrs. Hoyt's and Mrs. Rollins' Attitudes Toward the Field Agent Role. Both Mrs. Hoyt and Mrs. Rollins made relatively sophisticated impressions on the field observer. They were self-possessed, businesslike, and to some degree understood what they were talking about. Thus, that Mrs. Hoyt said the service could function as well by mail once a client understood its nature, while Mrs. Rollins indicated that conversing with the field agent was beneficial, cannot be be explained by their level of sophistication. The explanatory variable appears to be the character of the request itself.

Mrs. Hoyt's requests both related to the students' learning situation. In effect, she was asking what the teacher or the school can do to make the learning situation more effective. In her own thinking she had advanced to considering various "solutions," such as background music and schedule rotation, both of which represented relatively narrow topics from the perspective of retrieval work. Unless the field agent were to engage Mrs. Hoyt in a general discussion about the characteristics of effective learning situations, or probe into her own classroom situation, there was probably not much he could do to add perspective to the requests she made.

In contrast, Mrs. Rollins' request on teacher evaluation was much more complex for it bore on the use to be made of evaluation, how it is to be conducted, and how it is to relate to administrative decisions affecting the employment status of teachers. Not only is this request more complex but, unlike Mrs. Hoyt's, bears little direct relationship to the classroom situation with which a teacher is usually familiar. In such a situation there may be more scope for the field agent to enlarge the client's perspective.

Mr. Mason and Two Requests on Assessing Educational Achievement.

Mason assumed the principalship of Ravenna High School in the previous year. He had been an educator for eighteen years, holds a M.Ed. and a certificate in educational administration, and belongs to Phi Delta Kappa, an association of secondary principals, and the national and state teachers' associations. He attends the meetings of these groups periodically. The field agent and Mason were already acquainted with each other, for they grew up in the same community and attended the same schools.

Two requests were processed for Mason. One was on the national assessment and the other was on the use and validity of Iowa achievement tests. Both requests came about, not as a result of Mason's initiative in contacting the service, but because a service staff person happened to be present.

Mason expressed an interest in the national assessment when the field agent paid him a protocol visit to say he was in the building to see someone else. The two men chatted for a few minutes and Mason mentioned that he had to talk to a group about the national assessment in education. The field agent offered to assist with information on the subject, and promptly sent him a xerox copy of a pertinent article which he had on file in his office. Also, the field agent formalized Mason's interest by sending a request form to the retrieval staff. Mason received copies of two more articles about a month later.

Mason's second request came about a day or so after he saw the field agent. At that time an SEA evaluation team, which included the retrieval specialist, was visiting Ravenna. Mason asked an evaluator whether it is

> . . . valid to use achievement tests to really determine the standard the district is achieving. I felt this might not be a valid criterion to use in judging the schools. They referred me to a gal and she came in and talked to me and she took my questions and I got quite a bit of information on national assessment and analysis of testing. It helped.

The "gal" was the retrieval specialist. She sent materials on testing directly to Mason, after checking with the field agent about how he wanted the return handled. Shortly afterwards Mason received the national assessment articles.

In talking about how the retrieved information helped him, Mason merged the topics of Iowa tests and national assessment. He gave no indication that he recalled talking with the field agent specifically about the national assessment, although he mentioned seeing him on several occasions and assumed that retrieval on both topics came about through his conversation with the retrieval specialist. The casual manner in which the conversation with the field agent developed, the juxtaposition in time both for making the requests and receiving the two sets of information, as well as the similarity of the two topics, would explain in part Mason's merging of the two requests in his mind. Also, Mason received no detailed explanation of the dissemination project prior to talking with the retrieval specialist. In the course of taking his request, she found herself giving Mason some background on the operation of the service. This means that Mason either missed the principals' meeting where the field agent introduced the service or had forgotten about it. For his part, Mason credits O'Connor with having first informed him of the service.

As a result of this series of events, Mason had little to say about the role of the field agent except that he felt conversation with him would be mainly of value if he had expert knowledge in particular areas of concern. Remarks that Mason made after using the dissemination service, which will be presented later, suggest that he still did not fully comprehend how retrieved information might generally be of value to him.

The materials on the two topics were helpful to Mason in that they gave him a "philosophy" and background on a matter that was not of prime urgency but was being discussed in the district. In line with SEA priorities, the district was considering how to establish accountability. In this context:

> [There was] some concern here that the school board and the Superintendent were looking too much at achievement tests . . . trying to find answers to evaluate the school that way. . . . We were kind of debating this in the administrative offices. The Superintendent was asking for test scores--the results of achievement tests. We felt . . . we should establish a different way--setting up our own goals and objectives and testing youngsters to come up with specifics. The achievement test itself seems to be so general. You can say your school is in this category of this particular level, but what does that mean? Does it show you exactly how well they can read? . . . As far as the Iowa achievement test is concerned, you hear many teachers saying, 'Oh, we don't really teach many of those items anyway. We don't think they [the tests] are significant.' So in their questioning you begin to question.

The retrieved information gave Mason background and reinforcement for urging departure from traditional testing methods. To help bring about a change in attitude within the district, he shared his information with others.

> . . . I read [the material] and was informed even better than I was concerning national assessment. I got so much literature. I cut out some articles on achievement testing and gave them to the counselors and also to some of the people in the district and even presented the information to the Superintendent and other principals to try to educate them as to the trend in testing. So in this way the material was helpful.

Mason felt that his own questioning of achievement tests dovetailed with the direction that the SEA was taking in asking for measurable performance objectives and in moving to change the minimum standards for graduation.

> . . . all of this seems to fit in . . . [The SEA is] suggesting that each school . . . establish some educational proficiency test in English or math. . . . I thought [the material] helped at that time to change focus a little bit and lead into the direction the state is going into now. . . . The Superintendent and the other principals finally accept it as well-taken--moving to specific testing that takes into account the local [level].

From Mason's remarks it would appear that his use of the dissemination program helped to pave the way for changes in evaluating the performance of students. When the observer spoke with Mason at a later time, however, there were no signs of any definite plans for such changes.

In the follow-up form sent out by the retrieval staff, Mason indicated that the service had made his job easier and that he had learned something he had not known before; he found the service to be efficient, and perceived turnaround time as two days. He also said he would be willing to pay for use of the service.

Mason's positive evaluation of the service did not lead him to make further requests even though there were questions on his mind that could have lent themselves to making requests. For example, he was wondering how a video-tape recording machine, for which the high school was thinking of budgeting funds, could contribute to the learning process. One way of interpreting the dearth of further requests is that Mason had an inadequate understanding of what the program could do. He remarked that the district was working on the "frontiers of new things," such as increasing staff involvement in administrative matters, and so he assumed that as yet nothing of note had been written about them. In other words, Mason did not allow for the possibility that districts in other parts of the country had already covered the ground that Ravenna was just breaking, or that researchers had explored it and documents had been prepared. (Mason's perspective is perhaps unusual when compared with that of other clients from small districts. Such clients are likely to believe that other districts have already pioneered in the areas of their concern, and that their main problem is obtaining information about what others have already done.)

One objective of the field agent's publicity efforts has been to inform educators that the service can offer information from all parts of the county about tested innovations. That Mason did not comprehend this goal might be attributable to the fact that he had not received a detailed explanation of the dissemination project. It might also be attributable to his lack of interest in becoming familiar with a new service. Mason displayed little interest in learning about the service when he was in contact with either the field agent or the observer. (Some clients who were not fully acquainted with the service solicited information from the observer about the structure of ERIC, the retrieval process, and related matters.)

An argument could be made that Mason's prior acquaintance with the field agent facilitated the conversation that generated the national assessment request. Mason may have found it wasy to speak of what was on his mind that day to a familiar person who was paying a protocol visit. On the other hand, an argument could also be made that the acquaintanceship may have impaired the process that would have given Mason a better understanding of the service.

FIELD AGENT B-2

THREE CLIENTS IN THE WALDEN DISTRICT

Case Studies of the Field Agent's Role in Individualized Instruction, Grade Reporting and a Reading Plan

The Walden School District is located about twenty-one miles away from the county seat, where farm land and rolling countryside begin to give way to more rugged terrain. It serves the unincorporated communities of Pine and Portage, the town of Walden and the outlying rural area. Walden's population increased from 503 to 575 between 1960 and 1970. The population of the census division in which the district is located increased from 2,449 to 3,449 during the same period. Despite the population increase, Walden and its environs are poor. The main source of employment is an extractive industry which has been unstable in recent years, being subject both to seasonal and long-term layoffs. Walden men working in the industry, either in an extractive or processing capacity, must commute thirty miles to their work sites, for the industry closed its Walden processing plant several years ago. A few Walden residents work as maintenance men in the nearby federal project, but the engineers for the project commute from the county seat. In contrast, a few persons who work in the county seat live in Walden. About a third of the certified personnel in the school district commute from the SMA in which the county seat is located. In sum, the resident Walden population consists primarily of blue collar workers, with a handful of white collar workers and farmers.

The school district consists of Portage Primary School, which houses only one grade, Walden Elementary School and Walden High School. The professional staff of the district numbers about 40, and 16 per cent of the teachers have taught in the district for more than 10 years. About 25 per cent of the high school graduates go to college.

The Superintendent, Mr. Knapp, is also principal of the high school, but in name only. He finds that his responsibilities as Superintendent, and as clerk to the school board, are sufficiently onerous to require him to delegate the responsibilities of the principalship to the vice-principal, Mr. Theall.[1] One principal administers both the elementary and primary schools. The problems attendant on administering two buildings several miles apart add to the difficulties of the Walden elementary principalship. This particular position sustains much pressure and tension as evidenced by its high turnover rate, for there have been five incumbents in as many years.

The Walden district is regarded by the IEA as so full of problems that not much can be done with it. The Superintendent, who had been there for three years, stresses the clerk aspects of his position, exerting little leadership. As a result, the school board members do not know their roles, and there is little coordination between the school board, the elementary principal and the Superintendent. All three parties are likely to prevail on the IEA for assistance with the same problem. At committee meetings the elementary principal and the Superintendent have presented different proposals, without any effort to work out disagreements beforehand.

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[1] In this state, historically in the smaller districts there were no Superintendents. Instead, the school boards hired clerks to tend administrative details. The remnants of this are still evident in the prevalence of the clerk title. In some districts the Superintendents are called Superintendent-Clerks. Other districts no longer designate Superintendents as clerks but have deputy clerks. In Walden the deputy clerk title was changed recently to a standard office title although the same person is still filling the position.

As is typical of many small communities, the school is of central concern to Walden citizens, there being no other large institution with which they can identify. The town cafe is geared to the school trade, with a bold sign forbidding persons under eighteen to smoke inside. One desultory conversation between the waitress and a woman having a cup of coffee at the well-scarred wooden counter concerned the woman's confusion over the new rules regarding "open campus," and when students could leave the school premises for lunch. More than half of the news and photographs in Walden's weekly newspaper are about school activities and personnel. When the school is the major institution, it is usually regarded as an integrative force in the community. While it is possible that the school may help maintain Walden's integration as a community, its role as the only major institution in town tends to exacerbate school issues and increase personality conflicts concerning educational policy. The field agent believes that the last elementary principal to leave served as the "sacrificial goat" in one controversy.

Both school and community characteristics underlie the tensions surrounding school issues. Although the district sends a monthly newsletter to parents, which reports on committee and school board meetings and gives the calendar of school activities, it has not developed effective ways of communicating with parents. The annual open house at the high school draws only about thirty parents, although there are 149 students enrolled. Parents mainly receive individual communications from the school, or initiate communication, when their children are in trouble. Those parents who attend the school board's recently-instituted open forum meetings usually ask such questions as how money can be saved, whether the district is receiving all the Title I money it is entitled to, whether a free lunch program can be instituted, and why a particular teacher disciplined their child. The negative tone in which many questions are asked would indicate that a reservoir of shared sentiments and goals, and a history of past positive interaction between community and school, are lacking. When school problems do arise, then there is no integrative base to keep them in perspective, and prevent them from mushrooming into major issues.

The lack of effective communication between community and school derives not only from inept district leadership but also from the class differences between the blue collar parents and the professional, middle class teachers. The parents feel out of place attending school meetings or visiting with teachers at open houses, for they have not had much formal education, drive old cars and wear shoddy clothes. Avenues of communication that professionals might commonly use are not always available. Some homes lack telephones while others, some of which are tarpaper shacks, do not receive reliable mail service. Also, there may not always be a parent in the home to read the mail. Both the vice-principal and the elementary principal told of students who were being cared for by siblings because one parent was in jail, another ran away with a lover, and a third was off working in the hinterland.

The two administrators are each taking steps to improve contacts between the school and the community. The elementary principal has asked his teachers to assume playground supervision once a week in the hope that through the more relaxed atmosphere of the playground they will chat with students and become more familiar with their home life. The vice-principal is working on strategies that will allow parents and teachers to come together where the former will feel comfortable and in control of the situation.

The present elementary principal has a long term plan for phasing out the remedial reading program and moving toward more individualized instruction within self-contained classrooms. The vice-principal, who has been at Walden for two years, has already initiated some changes in the high school. Eight courses have been added to the curriculum, including a foreign language and psychology, and seven more are being proposed. Extracurricular activities are being augmented with such additions as a chess club. The science department is working on a better course sequence pattern. Many of these changes are aimed at making school more attractive for seniors. By the time the more serious students re seniors they have exhausted the course offerings, so they are likely to enroll in a nearby junior college, forego their regular diploma, and opt for a high school equivalency certificate. Other seniors continue to come to school only because they are interested in band and athletics. This may partly account for the fact that truancy is not a problem in the high school.

The Superintendent impresses one as neither hindering nor helping change efforts. He seems to respond to problems as they arise, rather than anticipating them and exerting leadership to solve them. Currently, most of his energies are devoted to trying to cope with parents' demands for accountability and representation on district committees.

The field agent filled requests for three clients in Walden. The history of these requests indicates that an information service can be of help even in a district so full of problems that it is regarded as hopeless; that a field agent should be flexible in his use of strategies for gaining access to districts; and that follow-up visits can yield information that allows the field agent to adapt his strategies to particular situations. The clients were Mr. Knapp, the Superintendent; Mr. Royce, the previous year's elementary principal; and Mr. Nordstrom, his successor and current elementary principal.

THE PRINCIPAL'S INTEREST IN INDIVIDUALIZING INSTRUCTION

Principal Royce has an M.S. degree plus twenty-five credits and holds an administrator's certificate. He belongs to the state and national education associations and attends their meetings. Before coming to Walden, Royce was superintendent of a tiny district elsewhere in the state, near where the field agent also had held a position.

The geographic proximity of the two men led to friendship. Shortly after the field agent joined the Dissemination Project they had a reunion over beer. The conversation moved to educational innovations, and Royce mentioned that he was interested in IPI (individualized teaching programs).

This consisted of a set of instructions and work kits that would allow students to move at their own pace. Royce thought that IPI would be extremely useful for math. The field agent said that his present job entailed obtaining information for educators in particular areas of interest, and offered to help. The principal was extremely responsive, saying he wanted to know the history of IPI, how popular it was proving to be, and its effectiveness in teaching.

Royce saw a film several years ago on IPI while attending a principals' conference. At that time he was highly impressed with IPI as an instructional tool, but in the ensuing years had not come across information that would allow him to orient teachers to it. Thus, the meeting with the field agent allowed Royce to follow through on an interest of long standing. Had the meeting of friends not occurred, it is extremely unlikely that Royce would have initiated a request on IPI. He had no definite plans about introducing new instructional methods and the situation at Walden did not lend itself to encouraging such plans.

At the time that Royce expressed interest in IPI, the retrieval specialist happened to be attending a national workshop on it. Shortly thereafter, in mid-December, the retrieval specialist had occasion to be in the field agent's territory, so went with him to talk with Royce. On learning of the cost of IPI units, Royce expressed great pessimism about implementing IPI. The principal explained to his visitors that the district was very poor so that it would be difficult to finance new instructional material. Also, it would be hard to convince the school board that IPI warranted some budget juggling, for it was too conservative to be willing to spend money on proven innovations.

Despite his pessimism, Royce was interested in what the retrieval specialist could tell him about IPI. The specialist suggested that Royce might benefit from seeing IPI in action, providing a school could be located. Then if Royce did want to implement IPI, there might be a slim possibility that nondistrict funds could be located for financing it. The visit ended with the retrieval specialist promising to send information on IPI, and to pursue prospects for a site visit and funds. But all three men were aware that implementation of IPI in Walden was extremely unlikely.

Toward the end of February the field agent and the retrieval specialist called on Royce again to give him booklets on IPI. The specialist reported that he had been unsuccessful in identifying funds that could be tapped but had succeeded in locating a school in a neighboring city that was using IPI, and that a site visit was feasible. Royce said he would ask the Superintendent for a day off, probably in the beginning of May, for the site visit. The field agent said he too was very interested in IPI, and would like to accompany Royce when he goes.

The booklets answered Royce's questions and rejuvenated his enthusiasm for IPI. But he felt that other types of material would be needed for orienting teachers to it. The booklets were too abstract and difficult to allow teachers to grasp this method of instruction. Moreover, what Royce really wanted for the teachers was the same film he had seen several years ago, for he thought this would impress them as much as it did him. He hoped that the retrieval specialist would be able to locate this film, or a similar one, for him.

Royce was certain that if IPI could be financed his teachers would accept it although he did not discuss the matter extensively with them or show them the booklets. He only inquired whether they were aware of IPI and they said no. Royce deliberately did not let the teachers see the IPI information for they were in the process of selecting new math books, and he did not want to color their decision by introducing them to an instructional method that he favored for math.

May 7th was the day Royce set aside for his site visit, and he informed the field agent about it. The agent noted the date on his calendar, but when Royce checked with him a few days beforehand, he said he would be unable to come along for he had to go elsewhere that day. This dampened Royce's enthusiasm, but he was still planning to go until he himself developed a schedule conflict.

By this time Royce had resigned his position, obtaining a post in another district for the following year. He made no further plans for pursuing IPI or the site visit. In June, as part of his windup of affairs in Walden, Royce asked his secretary to return the IPI booklets to the retrieval specialist.

Royce found the Dissemination Service of value in answering his questions about IPI. He did not expect any follow-up assistance from the field agent since he had discouraged any expectations about change in Walden. However, if the implementation of IPI had been a realistic possibility, Royce would have expected the field agent to initiate follow-up visits for further assistance.

The field agent accepted Royce's discouragement, and did not anticipate that IPI would be pursued in Walden. This may have affected his decision to give priority to another meeting on May 7th rather than go with Royce on the site visit.

It is tempting to speculate that Royce's own commitment to the site visit was buoyed by the field agent's keen interest in accompanying him. After the field agent said he could not go, without outside support Royce probably lost interest when faced with a last minute schedule conflict and his impending departure from the district. This touches on the general question of what priority the field agent should give to a client who is interested in an innovation but is in a situation where it would be very difficult to introduce.

THE SUPERINTENDENT'S REQUESTS ON GRADE REPORTING AND COMMUNITY RELATIONS

Superintendent Knapp came to Walden three years ago from a rural superintendency in another state where he had administered five buildings. When a doctoral program was introduced in the university of that state, Knapp participated in it. As with many graduate students, the dissertation proved to be a major obstacle, so Knapp switched to working on a graduate certificate in educational administration, which he thought would be more germane to his career. But what with problems connected with transferring credits from one academic program to another, he still needs one more summer's work for the certificate.

Walden is probably more bureaucratized than average for small districts. Although the school board has instituted open forum sessions, Knapp has asked parents to submit their questions in advance to the office, especially if they want to know something about their children, for he may not always have answers at his fingertips. He would probably prefer that all questions be submitted to the office, however, for he has difficulty predicting what questions parents will ask. In response to an Intermediate Education Agency (IEA) survey on how Superintendents would like to have IEA memoranda distributed within their districts, Knapp chose the alternative that would give him the most control over IEA communication. This method entails sending all written communications to the Superintendent, with multiple copies for distribution. The Superintendent will then decide who is to receive the document.

In talking with Mr. Knapp, neither conviction nor quality come through his low-toned sentences. The field agent and the retrieval specialist visited Knapp on the same day that they first talked with Royce. They came away thinking that the Superintendent was too embroiled in his own problems to take advantage of the Dissemination Project. (This impression may also have made the Dissemination staff more accepting of Royce's pessimism about implementing IPI.) As a result, the field agent expected that he would be unable to have much of an impact on Walden. Nevertheless, in line with his strategy of paying a second visit in the spring to all Superintendents from whom he had not yet received requests, the field agent made an appointment in April with Knapp.

The field agent opened the conversation by reminding Knapp of the Dissemination Project, and then asked whether any needs had arisen for which he could supply information. The field agent elaborated his question by asking whether any curriculum work was to be done during the summer, or whether other plans pursued for which information could be retrieved. Knapp said that a district advisory committee, which includes lay people, was formed, and that it would have its second meeting shortly. At this time committee members were to discuss ideas for areas of possible study. Knapp had his own ideas about what needed to be done, but he wanted to hear the ideas of the teachers and citizens, and so showed no inclination to discuss his with the field agent. Thereupon the field agent offered to contact Knapp later in the month after the scheduled meeting to see what information needs had arisen. The Superintendent assented to this.

The field agent then asked whether Walden was doing any work on grade reporting. Knapp did not answer the question directly, saying he was concerned about how to enter "the age of accountability," and that he could use help on how to inform the public of district activities. The field agent indicated that he had information available both on reporting systems and public relations activities, such as communication in committees. Also, he said that the IEA could assist with public relations.

Knapp said that both the grade reporting and public relations areas were important, and then went on to describe how citizens want more access to the school board, and how they tended to stress the negative and critical side of affairs at open meetings.

> I suppose this can be healthy if it is conducted well. . . . We are becoming more vulnerable. . . . The old organization pattern is no longer holding sway. . . . I don't know whether this is good or bad. I'm traditional enough to think this might be bad.

Following some discussion of the kinds of questions parents are asking, the field agent closed the interview by saying that he would recontact Knapp after the committee meeting. He stressed that if the district were to benefit from retrieved information during the summer, it would be important to make requests soon for the turn-around time might take as long as four to six weeks. He added that if Knapp was interested, he would send information on reporting systems and the public relations-public information area. Knapp responded, "Sounds all right. I'm anxious for any help we can get. Things are getting so complicated and detailed." The field agent mentioned that the IEA public information officer could be consulted for assistance in communicating to the public. He spelled the officer's name for Knapp, suggesting that he be contacted. Knapp said that he would contact the person, and with that the field agent took his leave.

A PET packet on reporting systems was given to Knapp at the end of April. Toward the end of May the field agent visited Knapp and gave him a packet of information on small school-community relations. Knapp did not make any other requests at this time, so apparently no needs for information emerged from the meeting of the curriculum advisory committee.

In the following November, the field observer visited Knapp to find out what use he had made of the information packets. Knapp recalled receiving the grade reporting packet, but was uncertain what he had done with it. He might have given it to the counselor or to the vice-principal, and suggested that the field observer speak with the latter.

As for the public relations material, he did not recall receiving that packet, but if he did he would also have turned it over to the vice-principal.

When the field observer inquired of the vice-principal about the information packets, Mr. Theall was unable to recall anything about them at first. But he began searching through the books and folders on his shelf, and with the field observer's assistance, located the two packets. Mr. Theall explained that when Knapp gave him the grade reporting packet, he had looked through it and then put it on the shelf, both literally and figuratively, for the Superintendent had not instructed him about utilizing the information. Moreover, the vice-principal knew of no reason in particular why Knapp would have requested information on reporting. It was conceivable, however, that the younger teachers might be interested in new reporting methods, and now that he had been reminded of the material, if occasion arose, it would be utilized. The same fate befell the community relations packet. Mr. Theall had glanced at it and then shelved it.

The field observer then explained the dissemination service to Theall, who had not heard of it, and the vice-principal in turn chatted amiably and openly about the changes he had effected and those he was contemplating for the future. (Theall has an M.A. in education, and appears more youthful than his forty years. He has been in education for ten years.)

Theall said that Knapp would like for him to function as principal, but until such time as the school board was willing to accord him that title, he felt that he was very much the vice-principal. As principal he could understand the reasons for requesting information, but given his more limited position the requests did not make much sense to him.

The history of Knapp's requests, as with so many requests, points to the need for the field agent to conduct follow-up visits. Had the field agent asked Knapp how the information helped him he would, like the field observer, have been directed to the vice-principal. And had he interviewed Theall, he would have had the opportunity to introduce the Dissemination Service to an administrator who is highly interested in change and capable of bringing some change about in a generally conservative district. Given Theall's commitments it quite possible that he would have become a user of the service, and also encouraged his teachers to do likewise.

The field agent serving Walden believed that "significant change" could be accomplished only at the Superintendent's level. He judged district capacity for change and its potential for using the service according to the Superintendent's interest in change. But a visit with Walden's vice-principal would have shown that change is possible at the building level even when the district is not strongly oriented to change.

THE PRESENT ELEMENTARY PRINCIPAL AND REVOCATION OF A CURRICULUM DECISION

Prior to taking the elementary principalship at Walden Mr. Nordstrom had been principal for six years in a district with only one school. He appears to be in his late forties, has been in education for over twenty years, and has a master's degree plus forty-five credits. Nordstrom tries to attend most professional meetings in the local area.

It is quite possible that Nordstrom may have welcomed the challenge of working in a building with a high turnover in the principal's office, for he describes himself as a trouble shooter. His past positions have required him to come to grips with a variety of problems. Always in the past he has felt successful in handling them, but now for the first time he was contemplating the possibility of failure. Nordstrom's request is of interest because it shows how information can be used to prevent the adoption of a questionable practice.

Before Nordstrom's arrival at Walden, the curriculum committee decided that an ability group reading plan should be implemented in the grade school. This plan (called here the Hannibal plan) was developed about twenty years ago. It requires that all students have their reading period simultaneously, and that for this period students are grouped by ability rather than grade level. On the basis of his own knowledge of the plan, Nordstrom had a "preconceived bias" against it. Although the plan sounds fine on paper, in practice it has three consequences which he doesn't like. First, it has the potential of undermining the self-image of an older child who is assigned to a reading group of mostly younger children. Second, the plan de-emphasizes individual differences by pooling children of the same ability together. Third, it gears teachers to one level of instruction so they would be even less likely to take individual differences into account. For these reasons Nordstrom wanted to halt the implementation of the plan.

As he proceeded to do so, he became aware that the teachers were not accustomed to taking directives from the principal; instead, they were accustomed to telling the principal what they wanted to do, invoking the Superintendent's approval as the need arose. Nordstrom also discovered that there was a power structure within the district led by Mrs. Herbert, a teacher who had a comparatively light teaching load. Mrs. Herbert had a band of followers, one of whom served with her on the curriculum committee. The two teachers had managed to "snow" the committee, consisting mainly of lay people, into accepting the Hannibal plan. Nordstrom explained that "the Hannibal plan can be made to sound very attractive," and Mrs. Herbert had facilitated this feature by presenting "fancy charts" to the committee.

Nordstrom's refusal to implement the plan generated much antagonism among the teachers. They did not accept his reasons for being against the plan, or his belief that the self-contained classroom, supported by such materials as individual listening stations, was much less threatening to children, or his view that the "final success of any program depends on the individual teacher." The curriculum committee "called me on the carpet and I had to make a report to it." Nordstrom realized that he was caught in a game of political football, and that the test of his authority in the future might hinge on the presentation he would make to the committee regarding the Hannibal plan. This prompted him to visit the IEA at the end of September, and solicit the latest research on the plan from the special education consultant.

The consultant told him of the dissemination service and introduced him to the field agent. As matters turned out, the field agent and Nordstrom had been friends of many years, for at one time they had worked in neighboring districts. But both men had another meeting to attend and therefore the visit was brief, with Nordstrom saying that he wanted all the information available on the Hannibal plan, and that it was needed soon. To reduce turn-around time, the field agent asked the retrieval specialist to send the information directly to Nordstrom.

The retrieval specialist in the SEA telephoned Nordstrom to clarify some points of the request, explaining that it would be both difficult and time consuming to track down relevant studies that were older than seven years. Nordstrom was very impressed with the telephone call, for it showed that the project was concerned, interested, and trying to be of help. The retrieval specialist then put together a packet of information from materials supplied by the SEA reading specialist and whatever was available in the project files. The turn-around time for this request was about a week.

Nordstrom received more information than he was able to use, for not all of it was pertinent to his concerns. But what was pertinent was good.

> . . . definitely answer[ing] questions to my satisfaction. The research supported my position. I was impressed with the quality of the material . . . and the service. . . . I had my own bias . . . but I did not want just negative information . . . but no research was found in favor of [the Hannibal plan]. [The materials] indicated that no research shows the plan is better [than anything else]. I call it an administrative device to try to make you look good. Publicity [about the plan] impresses the community you are really doing a job. But you can do as much with a good self-contained classroom plan.

With the aid of the information, Nordstrom explained to the curriculum committee why he was not implementing the plan. He made the information available to the committee, and in particular one article by a "final authority" on reading which he had mimeographed for each member to read. The committee found it difficult to dispute this article, so it agreed that additional time was needed for studying the Hannibal plan before implementation. Nordstrom spoke gleefully about this outcome for he is certain that the more the committee reviews research on the plan the more disenchanted the group will become with it.

Nordstrom has several plans and strategies in mind for stengthening the structure of the self-contained classroom, phasing out the remedial reading program which he believes children regard as a form of punishment, and breaking the teachers' power structure. One of his plans calls for using the remedial reading program money to hire several paraprofessional aides who could assist teachers in giving individual attention to students. The "latest research" has convinced him that children fare better by receiving individual attention in the classroom than by being pulled out--and hence made visible--for one or another program. Nordstrom was uncertain whether he would call on the field agent again, for he was just becoming familiar with the services offered by the IEA. But he anticipated one area where his teachers could benefit from the retrieval of information--how to use aides most effectively.

Currently Nordstrom is using autocratic rather than democratic means to effect change, although he used the latter in his previous position. He is not sharing his ideas with the teachers nor seeking their opinions, for he does not feel they are ready for this style of leadership. In the past they have gone their own way too much, he feels, to the point where they are aloof from their students and do not recognize the authority of the principal.

Even though he does not bandy educational jargon, Nordstrom gives the impression of having given considerable thought to child development and to the type of organization that is conducive to learning without being injurious to that development. One would expect that such an educator might make considerable use of the dissemination service, but during the remainder of the evaluation period (which ended six months after Nordstrom made his request) he made no additional requests. Here again, one is tempted to speculate on what a call-back might have accomplished. It is possible that Nordstrom may have been too busy coping with Walden's political quagmire to consider how the retrieval of information could assist him in his planning for changes. But a visit or a call from the field agent might have stimulated such consideration.

The field observer's own experience in gathering data for these case studies indicates that although administrators (including district and IEA staff members) are busy and have many things on their minds, by and large they are willing to give time and even enjoy visits from outsiders. Thirty-nine administrators were contacted for interviews. Two declined to be interviewed and one did not keep the appointment that was made. Of the thirty-six who were interviewed, two gave the field observer less of their time than was desired, and one administrator, although giving as much time as was needed, complained afterwards about it. Thirty-three, then, gave of their time, in some instances very generously, without cues that they were displeased. Furthermore, eight of this group prolonged the conversation to the point where the field observer had to close the interview because she was becoming pressed for time. This is noteworthy because the field observer was not in a position to offer any service to the administrators, in contrast to the field agent. Thus it may be unwise for the field agent to assume that administrators do not appreciate call-backs because they are very busy.

A NOTE ON THE ROLE OF PRIOR ACQUAINTANCE

The field agent and two of the three Walden clients regarded each other as friends. In Royce's case, reunion of friends afforded the opportunity for making a request. Beyond this, however, there is no indication that the prior friendship relations played any part in the history of the Dissemination Service in Walden.

Leaving Walden's problems aside, another field agent might have prevailed upon his friendship with Royce or Nordstrom to solicit the principals' interest in a presentation on the Service to their faculty. But when Royce was principal the field agent was pursuing a strategy of developing opportunities for presentations through Superintendents. When Nordstrom became principal the field agent did begin working more with building administrators. But by this time he had no real need for seeking presentation opportunities for he was fully occupied with servicing the clients who already knew of his work.

FIELD AGENT B-2

IMPLEMENTATION OF THE LEARNING RESOURCE CENTER AT LEWIS JUNIOR HIGH SCHOOL

This case study entails a great deal of implementation with only minimal input from the field agent. Thus, it demonstrates how a highly innovative school climate with a history of trying to solve a particular problem can take considerable initiative when information is made available. This is not to say that the field agent could not have facilitated the implementation process by more follow-up, a point that is elaborated at the close of the case study. Lack of follow-up was probably due to the high case load of Agent B-2, the highest in the pilot state program.

Lewis is one of eight junior high schools serving a metropolitan community with a population of about 80,000. The school is relatively new, having been built in the early fifties. Its plant is best described as utilitarian drab with the hallways forming a double box pattern. It is located in a quiet, middle class neighborhood on the outskirts of town that still bears rural overtones. The 677 students attending the school represent all social strata, from the upper middle class to the class drawing welfare. No one stratum predominates, the teachers describing their student body as a mixture of everything. There are 37 professional staff members in the school.

The principal, Mr. Locke, is forty-five years old, has an MED, belongs to Phi Delta Kappa, ESA, OEA and NEA, has been in the district for eleven years and in education for twenty. His manner is friendly,open and informal, and he speaks enthusiastically and even poetically about the potential capabilities of the Learning Resource Center (LRC), a program implemented this fall and the subject of the present report. It appears that the "group process" bug has bitten Mr. Locke, at least mildly, for he is trying various techniques to induce "openness and honesty" in communications within the school. Certainly his office is arranged to enhance "non-directed" conversation. His tidy desk is pushed against the wall so that his own chair blends into a circle of three other chairs, one of which is a rocker. The walls are enlivened with a charcoal sketch of a skier and a reproduction of a Van Gogh painting of Arles Bridge. The school in general appears friendly and relaxed for the teachers smile a hello to strangers in the hallway, and are courteous about giving directions.

Most faculty, including the principal, bring their lunches and eat in the lounge. Several years ago Mr. Locke had a fan installed in the lounge so that teachers would no longer have to smoke in the boiler room. Lounge conversation centers on who will procure the day's supply of doughnuts, weekend activities, gossip and the misbehavior of students. The latter provides a vehicle for releasing tension, but it is also indicative of a deep feeling among the faculty that discipline is problematic, even to the point that teaching becomes extremely difficult. If a teacher wishes to engage in serious shop talk, however, he usually seeks out a colleague whom he respects, rather than chatting with just anyone in the lounge.

The school is organized around departments with the department coordinators and Mr. Locke forming a policy discussion group. At departmental meetings the coordinators report on issues discussed at the higher level, and solicit the reactions and opinions of their staff. In addition, the principal forms committees from time to time to discuss certain issues, for he prefers working with small groups rather than with large faculty meetings. The philosophy committee debated for three years the amount of choice that students should have in their junior high school education. The discipline committee was apparently never able to organize itself for it never produced a document on how discipline should be handled, although three teachers did work on the matter. Also, in 1970-71 there was an Earth Day committee which organized activities to honor the planet. Volunteering for such committees appears to be optional, and some teachers never join. The committees are not functioning in the current school year for the principal reached the conclusion that his staff had spent enough time in recent years debating issues of educational philosophy. Now they should concentrate on working out the problems connected with the implementation of new programs, such as the learning resource center.

No sentiment was expressed to suggest either that teachers are unduly burdened by red tape or that they resent the rules they are expected to observe. The school does require that hall passes be issued to students who must be in the hallways during classes, but the rule is not uniformly observed. The vice-principal, who is charged with enforcement, does not seem to sanction teachers regularly or severely for failing to issue hall passes. As we shall see later, the laxness of this rule is becoming a target for efforts to cope with lack of discipline among students.

To maintain professional growth the school has a professional library, and staff can recommend books to be purchased for it. Also some teachers use the professional library at the intermediate education district office, which is in the city. The principal's impression is that by and large his teachers do keep themselves professionally current and make use of the school library. He anticipates, however, that the library will not be used very much during the current year because the teachers are too busy coping with program changes. Prior to the beginning of the school year a workshop was held at Lewis on communication processes in small groups. With two exceptions, the teachers who had been on the staff the previous year attended the workshop. Moreover, two participated even though there was insufficient money to pay them workshop salaries. One gains the impression, then, that the principal is satisfied with the way teachers maintain their professional knowledge.

If two teachers are at all representative of the entire faculty, there is considerable effort to maintain professional growth. The language arts coordinator, Mrs. Talcott, subscribes to the English Journal, and tries to read Education Digest, Clearing House, the Atlantic Monthly and Saturday Review, as well as books recommended either through journal reviews or the district language arts association. Mrs. Talcott prefers books to journal articles, but time pressures make the latter more convenient. Mrs. Tucker, a language arts teacher who is on the learning resource center staff this year, does most of her professional reading during the summer when she has time to read books, which she prefers to articles. Articles tend to "snow" her, because they are too short to allow detailed presentation of evidence. This past summer Mrs. Tucker read some of the fashionable education books such as the three by John Holt (How Children Fail, etc.) and others.

Mr. Locke gives the impression of attaching a higher priority to maintaining "cultural" growth rather than professional growth. He would like to see his teachers gain a broad understanding of the changes occurring in American society by reading such books as Future Shock. In this way they would better understand their students and the changes occurring within the school, and this in turn would stimulate them to refrain from concentrating on the specifics of discipline.

In an effort to stimulate such cultural growth, Mr. Locke suggested to his faculty that in lieu of committee meetings this year it invite people from other walks of life and from minority groups to come and speak with them. But the faculty was unresponsive to his suggestion, and Mr. Locke took this as a sign that they were overworked as a result of dealing with new programs. It is also possible that his teachers did not understand what he had in mind. A district staff member pointed out that Mr. Locke is intellectually ahead of his staff and has a hard time communicating his ideas to them. He seems not to have the knack of challenging his teachers to take a new idea and develop it.

For his own part, Mr. Locke participates in an outside reading group, made up of persons from many occupations, where such books as The Greening of America are discussed. Within the framework of the new electives program at Lewis, he is teaching a nine-week course on science fiction. This is the first time he has returned to the classroom in ten years. He feels that students are changing, that they challenge the authority of someone to tell them the rules, and that one has to adapt to this. Some teachers do not want to recognize this new assertiveness among students, and therefore do not adapt by learning ways of talking with students that will elicit the desired behavior. It is for reasons such as this that Mr. Locke wished his teachers, especially the seven or eight "old hands" who are very concerned about discipline, would take an interest in their own cultural growth.

In comparison with the other seven junior highs in the district, Lewis is perceived as trying to be innovative. Several changes have been instituted, in addition to the LRC program which will be described shortly. The teachers are gradually adopting an inductive method of teaching, by which is meant that the student is given a problem that he must solve for himself. This began with the social studies teachers who participated in a workshop on the method. The social studies curriculum is now built around problems and activities, rather than around subjects such as U.S. History. The students learn civics by conducting their own election at the time that a regular election is occurring. Enjoyable as this might sound, the students are not very responsive to the new methods for they require active thinking rather than memorization.

In recent years Mr. Locke has been experimenting with group process techniques for communication among faculty, as mentioned earlier. He is now trying to bring the students into this domain through providing time for a home room period. During that period there is no formal instruction, and the students and their teacher are expected to discuss whatever is of interest to the students.

Mr. Locke initiated a request for information on learning centers in the early spring. Approximately one month later the field agent delivered a thick stack of journal articles to him. Mr. Locke's next contact with the field agent occurred in September when he initiated a second request. At this time the field agent discovered that the materials retrieved earlier had proved most helpful in the decision to plan and implement the LRC (Learning Resource Center) and that the center had opened its doors when school resumed in the fall. Because of this action, and the character of the second request, the field agent perceived Lewis as being highly innovative and as setting the standard for innovations in the district's junior high schools in the years to come. The field agent's perceptions were influenced in part by the fact that educators in the district were becoming inured to having Franklin touted as a highly innovative school. Consequently, he asked the retrieval staff to give high priority to the second request, and also that the senior retrieval specialist and the field observer join him in visiting the school, both to discuss the second request and to learn about the "successful" implementation of the LRC.

For several years Mr Locke had been contemplating broad scheduling and curricular changes. He and his staff sought alternatives by visiting other schools because they wanted to depart from the limitations of the seven-period daily schedule. Change was in order for several reasons. First, the teachers had indicated that for many subjects the 55 minute period was too long -- students became inattentive during the last 15 minutes. Correlatively, for subjects requiring the manipulation of objects, such as home economics, the standard period was too short. Students never had time to enjoy the food they prepared. Second, a seven-period day gave the students scant opportunity for choosing electives. For example, for the ten year period of Locke's principalship, students who chose music were unable to take art. Thus Locke wanted to broaden the base of available electives. Third, he felt that both students and teachers needed variety from day to day, an impossibility with a repetitive daily schedule. Fourth, the teaching of reading was a problem. Many students' reading skill was so inadequate that they were unable to progress in subjects such as science. Consequently, teachers who were not trained to teach reading found that they had to do so. Fifth, it seems that Locke wanted "change for change's sake"; he was tired of doing the same things from year to year, and concluded that whatever remains static will die. The problem, then, was to find programs that would address themselves to the foregoing considerations.

In addition to seeking alternatives, Locke had been experimenting with some program changes on a minor scale. The language arts department instituted mini-courses, and these were so well received that now other departments were doing likewise. A few electives were added to the progra which meant that students had blank spots in their schedule. For one semester, it was decided that such blank spots would be called "free periods" which meant that students did not even have to be in the building. This was unsuccessful because the students did not know how to handle unstructured time. Some engaged in "undesirable" behavior, which was disruptive to ongoing classes. In the preceding year teacher's aides had been hired to supervise students during their "free" periods, but they were still "fooling around." Locke concluded that junior high youngsters were too immature to be thrust into an unstructured situation, and so he began to seek a program that could be implemented during the blank spots in the schedule. At the same time Locke was beginning to think about a nine-period day as an alternative to a seven-period day. He visited a school that was using a flexible modular schedule, but concluded that in the final analysis such a schedule was rather inflexible and required too many class changes throughout the day.

Locke discussed with his department coordinators all of the issues pertaining to changes in scheduling and curriculum. Originally this policy-making group met in the mornings prior to classes, but it found that this time period was too short. So it now met in the evenings until ten or eleven. Between the meetings the coordinators discussed these matters in department meetings, reporting at the coordinators' meetings the opinions and suggestions of their staffs.

The process of defining the kinds of alternatives the school was seeking was not easy. The teachers discovered that they differed on how authoritarian they should be, how much opportunity should be given to the students in determining curriculum, and how far to carry an elective program. The language arts coordinator indicated that research information on these topics would have been helpful at the time, and wondered why the dissemination service was not called in at that juncture to provide assistance. In effect, the school had reached an impasse, for the principal was unable to identify an alternative that would suit its scheduling and "free period" requirements. At the same time he had not suggested to his staff to go out and seek alternatives. During this phase, a team of educators from a nearby city visited Lewis to learn about its independent reading program. The program, aimed at better students, consisted of using one period a day for four days to read a novel. On the fifth day, a lay person from the community came in to discuss the novel with the students. The visitors were interested in such programs to gather ideas for the new scheduling system and the learning center they were implementing in their school. In the course of their visit they mentioned that they were implementing a learning resource center. Locke was not particularly excited by what they said, but after the vistors left he discussed it with his vice-principal. The two administrators decided that the vice-principal should reciprocate the visit to find out about the center.

The vice-principal returned from his visit not only with information about the center but also with the news that the school was instituting a nine-period alternate day schedule. He felt that the idea of the center would be appropriate for Lewis, but not in the way it was being implemented in the other school. Also, its schedule, with modification, might provide the solution to the issues that had been raised. The vice-principal wrote a report which was discussed by Locke and the department coordinators. They felt that what the other school was doing had possibilities for Lewis, so Locke also paid it a visit. Subsequently, he sent his librarian and his special reading teacher to take a closer look at the learning center. They reported that they were impressed by the idea but not by its implementation, because the center was staffed only by one librarian who was showing strains of overwork and was ready to quit.

The coordinators kept their departments informed about these developments. Thus, Mrs. Tucker does not recall where she first heard about the idea of an LRC--whether it was in a faculty meeting or a department meeting. In any case, it would seem that an informal consensus emerged among the faculty, through the meeting process, that the combination of the nine-period alternate day schedule and an LRC would offer a solution to the changes being sought.

The principal and vice-principal formulated ground rules for the changes. These were that teachers would not spend any more time with students under the new schedule than under the old one; and that they would not have more students in their classes than presently. The vice-principal reported on plans for the new schedule at a special faculty meeting. The faculty, according to Locke, was most responsive, agreeing that the plan looked good. The meeting generated the most stimulating discussion that Locke has ever observed at Lewis. Furthermore, it marked a turning point in the school's efforts to innovate. Now it had a plan and a direction rather than some issues it was trying to resolve.

Since a learning center would have to be part of the new schedule Locke considered what resources he had available for it. After studying his staff, audio-visual material and facilities he concluded that an LRC would be feasible without major expenditures. Furthermore, there were some activities already underway, such as the novel reading program, and study with the aid of film strips and tapes which could be brought into the LRC. In this endeavor he was assisted by a carefully chosen committee. The language arts coordinator, Mrs. Talcott, was included because the reading programs, heretofore under her supervision, would be placed in the LRC; the librarian was included because her facility would probably be incorporated into the LRC; and the special reading teacher was selected because her work would be conducted within the LRC framework. The committee wrote an outline describing how the LRC was to be implemented and the questions that still needed to be answered. It concluded with the note that the dissemination service would be asked to assist in formulating the program. The document, dated April 12, 1971 was distributed to all teachers.

By the time that Locke telephoned the field agent, he and his staff had in effect diagnosed their needs and arrived at a broad solution for the direction they wanted to take. Locke had learned about the dissemination service earlier through a brochure that came in the mail which, for once, seemed worthwhile. (The field agent had publicized the service indirectly in this district. A district coordinator had offered to assist with publicity so the field agent gave him some brochures which the coordinator sent to principals known to be working on changes with their staffs.)

When the field agent came, Locke gave him a copy of the committee's LRC outline and the two discussed what information was needed. The field agent's notes on the request form indicate that the principal and faculty wanted to implement an innovation called a Learning Center for 7th and 8th graders. This center could be thought of as a school within a school, which would concentrate on communication skills such as reading, writing, speaking and listening. The center would serve students of all ability levels. The principal wanted to know, in particular, how placements and study assignments are made in such a center.

Logically, one should be able to report that a formal decision was made at Lewis to implement the LRC and the new schedule, but the interview data suggest that there was no clear point of decision. The language arts coordinator recalls that the vice-principal made an announcement about the LRC at a faculty meeting. The language arts teacher recalls neither an announcement nor a vote. But both felt that the faculty had participated in the process that led to the adoption of the new programs, and that it had given its full support to the programs. The principal, for his part, was unable to talk about a specific time of decision-making, but could only refer to the seeking process, the visitations, the reports to meetings, and the planning to implement.

Consequently one is left with the impression that decisions were made through the development of an informal consensus. This impression receives support from the structure of the coordinators' committee, which had no official chairman. Mrs. Talcott reported that the committee was attempting to follow the "group process" model wherein whoever spoke was chairman for the moment. But she felt that the principal did indeed function as group leader, although he did not impose his ideas on its members.

The material returned to Locke by the field agent consisted of xeroxed articles from the regional retrieval center and information on library planning supplied by the SEA library specialist. Lock was impressed by the material; and after reading it, routed it to the librarian, the special reading teacher, and Mrs. Tucker, the language arts teacher who would staff the LRC. Subsequently, Locke used some of the articles as well as an additional bibliography to write a paper for a summer university course. The paper was titled, "Some Suggestions for Implementing a Learning Center Program at Lewis Junior High School for the 1971-72 School Year."

Also during the summer Locke hired Mr. Nescole as LRC coordinator, and gave him both the term paper and the retrieved material. Mr. Nescole read both, found corroboration for some of his teaching philosophy in the articles, and used the term paper as policy for the LRC.

Most probably Mr. Locke was the prime consumer and interpreter of the information provided by the field agent while Mr. Nescole was the secondary consumer. Mrs. Tucker could not recall seeing the retrieved material. Nor did she see Locke's term paper, although she was aware that Nescole and the special reading teacher had seen it. Mrs. Tucker explained that these two were the "reading" members of the LRC staff, concerning themselves with "theoretical stuff" while she concentrates on administration, such as the scheduling of students into the various LRC components.

In sum, although the materials provided by the dissemination service were neither widely distributed within Lewis, nor read by all who did receive them, they influenced the development of the LRC through the term paper that Locke wrote. Had the service not been available, Mr. Locke is certain that a direction for the development of the learning center would have been found in some way, but it would have taken much longer and would have been more difficult. The LRC committee continued to meet for the remainder of the school year to discuss how the learning center should be organized. Mrs. Tucker joined the LRC planning committee as a prospective LRC staff member. Mr. Locke selected her because her science minor would allow her to assist LRC students in several subjects.

The components of the LRC are the library, located at one end of the building, a small gym adapted to serve as LRC headquarters, and a standard classroom, called the machine room, which houses individual audio-visual equipment such as film strips and viewers. An LRC assignment to the library means that the child is expected either to select a book and read, or to engage in research. Assignment to the machine room means that the student will participate in a group reading program. Assignment to the LRC means that the student and teacher will plan an individual activity for him to engage in. The LRC itself was arranged in such a way that a multitude of activities could occur simultaneously. One section of the room was divided off and darkened so that students could watch a film, listening to the sound through earphones. The arrangement of tables, portable blackboards and room dividers allowed other LRC staff and tutors to work with students either individually or in small groups.

The total staffing of the LRC is such that there is about one adult per ten students. In addition to the three LRC teachers, the school's two counselors spend half of their day in the LRC. (The assignment of counselors to the LRC is a part of Mr. Locke's strategy to make the counselors more accessible to students and more familiar with student concerns.) Through the local university's service program Lewis receives fifteen tutors, each of whom work in the LRC four hours a week. Finally, as money becomes available through various federal programs to hire more staff, or if a teacher has an extra free period because his elective course was underregistered and therefore not being taught, the LRC receives extra manpower.

Other Requests and Contacts with the Dissemination Service

At the same time that Mr. Locke requested information on learning centers he asked the field agent to retrieve information with regard to home rooms. The retrieval for this request was poor in that it did not address itself to using a home room as a discussion and interaction forum. The field agent informed the retrieval staff about this situation but the latter could not remedy it. In September, when the retrieval specialist met with Mr. Locke, the subject came up again, and the specialist said he would try again searching the ERIC file, using a variety of descriptors. Again, nothing relevant could be found, nor could anything be found on the topic through manual searchers. The retrieval specialist has concluded that nothing has been written on the subject, and communicated this to the field agent.

The September visit to Mr. Locke came about, among other reasons, because he needed to locate a computer program for handling a nine-period alternate day schedule. The retrieval specialist made several suggestions about whom Locke could contact. None of these suggestions led to a computer program of the sort Locke needed, so he contacted IBM directly and that company is now trying to assist him.

During this same visit Locke described the LRC and the need for materials. The retrieval specialist suggested that the LRC staff might be interested in articles on mini-courses and Locke agreed. Subsequently the field agent returned a packet on mini-courses to Locke, who passed them on to Mr. Nescole. Mr. Nescole read the articles and extrapolated some ideas from them.

Mr. Locke and the field agent arranged for the field agent to address the faculty and explain the dissemination service. Mr. Locke reported that the presentation went very nicely, that the teachers seemed interested and asked questions, but that he is uncertain as to whether the teachers will use the service.

Comments on the Field Agent's Role at Lewis

Within the framework of client characteristics Mr. Locke can be described as a "professional innovator." In accordance with such characteristics the field agent maintained minimal involvement, by identifying Mr. Locke's need and then transmitting information pertinent to it. This level of service certainly would appear to be adequate to the situation since Mr. Locke was most satisfied. Furthermore, one cannot clearly pinpoint how something might have been different had the field agent involved himself more. Yet there is room for speculation in this area. Insofar as the field agent has a limited amount of time available in which to serve many clients, such speculation might appear gratuitous. Yet it might show how, if time allows, the field agent might involve himself more even with sophisticated clients.

The seeking process that Lewis experienced might have been expedited if the field agent had called on the principal and made general inquiries about what was happening in the school. It is possible that such a conversation would have generated requests with regard to the issues that were being debated at Lewis before the idea of a learning center was discovered. Such requests would probably have been phrased broadly, representing lines of inquiry rather than possible solutions, and leading to material that would have helped answer the questions teachers were raising about student freedom and other matters.

After the learning center was initiated in the fall, a follow-up visit from the field agent might have generated requests relating to questions and problems arising from the implementation of the LRC. Thus, Mr. Nescole might have requested information on diagnostic techniques. And Mrs. Tucker might have requested information on the handling of discipline within a learning center, for she and the other LRC teachers have a friendly disagreement about how permissive to be with the students. In sum, while implementation occurred with only minor input from the field agent, greater involvement by the agent might have facilitated the process considerably.

CASE STUDIES IN STATE C

FIELD AGENT C-2

FIELD AGENT ACTIVITIES IN JORDAN COUNTY

The introduction of the field agent role to Jordan County was somewhat slower than in other areas served by the Pilot State Dissemination Program: The first field agent appointed to Jordan County had just finished introducing himself and the project to school personnel when he left to join the State Department of Education in another capacity. It was impossible to replace this individual until the school semester was over so the project was literally at a standstill during the interim. The new field agent began work in late January and found that she had to go through the whole process of gaining interest and confidence of school personnel all over again. This new field agent also suffered several illnesses and accidents over the first year of her work which caused her to lose time in the field. Despite these hindrances, the agent has had considerable impact on the Jordan schools, as will be shown below.

An Overview of Jordan County

Jordan County is one of five large, rural counties within the agent's target area, and is situated in the central plains of a western state. There are no cities or sizeable towns in Jordan, and the population of the entire county is only 13,000. A significant proportion of the territory is designated as national park land.

The field agent has estimated that Jordan is probably one of the poorest counties in the state. The only industry is agriculture, which is supplemented by occasional construction projects and road repair work. The tourist business of the area is in decline as a result of the new major interstate highway which bypasses the county.[1] Area residents hope to recapture some of this trade through the construction of a new road linking the Interstate with one of the local towns, but this, of course, has no immediate applicability to pressing economic problems. The total tax base of the county is $1,093,359.

Jordan County exhibits a high level of cultural homogeneity. Approximately 95 percent of the population belongs to one particular religion, and there are no real minority groups with the exception of a few Indian children who have come to Jordan through the church placement program. Because of the lack of industry there is very little in-migration, and the majority of the people have lived there all their lives. Social life revolves around the Church, school related activites, hunting and fishing, and a few clubs such as the Lions, women's sewing circles etc. As an example of the close-knit quality of life in Jordan, the field agent reported that weddings and funerals tend to be well attended by all residents.

Characteristics of the Jordan County Schools

In the school year 1971-72, there were 31 full-time teachers and 422 enrolled students in Jordan County. As a result of a recent consolidation there were four schools. An elementary school, a middle school and a high school were clustered centrally in the county. Another elementary school, which was located on the far side of the national park land

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[1] The field agent noted that in the most depressed town of the area four gas stations had closed after the construction of the interstate highway. The total intake of a remaining station on an average summer day was approximately $16.00.

73 miles from the district school office, had only 19 students.[1]

With few exceptions, the teachers in Jordan were born in the area and came back to teach after having completed their education. Although the field agent noted that this situation has probably caused some stagnation through lack of outside influence, she felt that the closeness of the communities has also made it easy for her to find acceptance among the teacher population.

The administrators in the area are also basically local in orientation. Two of the principals have come from outside of Jordan, but their origins were in similar rural situations. The field agent characterized the administrators as essentially conservative in their educational philosophies: while they are not hostile to change, they are reluctant to "rock the boat." In talking about the principals, she indicated that she found them well read and intelligent men, and hypothesized that their lack of excitement about education innovation might be a result of the ingrown character of the district and the fact that the possibilities are limited in a school system with an uncertain financial future. It should be noted, however, that Jordan is not as educationally backward as one might expect in light of the economic conditions of the area. There has been some experimentation with team teaching on the elementary level, limited use of independeant study in the high school, and open classrooms for the fifth and sixth grades in one of the elementary schools.

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[1] This school receives some money as an impacted school area because of the government employees who work at a small airstrip in the national park.

In summary, although the educators in Jordan County are concerned about education, like many other educators in rural districts they are not in the forefront of educational innovation. A colleague of the field agent's remarked that "it would not be overstating the fact that (she) has introduced more interest in innovation than has ever been here before. All of a sudden these people are beginning to see in perspective the kinds of new programs that they could be moving into."

One characteristic which differentiates Jordan from other American rural districts is the surprisingly low drop-out rate among students. When the present principal of the high school was appointed 16 years ago, the drop-out rate was nearly 50 percent -- "the kids didn't even come to school when they didn't feel like it." His major campaign as principal has been to combat this problem, and at present the drop-out rate is virtually nil (less than one student per year, on average) while the daily attendance rate averages around 95 percent. Even more surprising, however, is the fact that nearly 90 percent of the graduates go on to colleges or technical schools. This percentage of post-high school education is higher than that of the major metropolitan areas in the state, despite the fact that there are no higher education facilities near the county. The county receives money from Titles I and III, as well as some financial aid through the impacted school area around the national park.

Field Agent Activities

The field agent had little difficulty in soliciting initial requests from the district, and fortunately these first requests were easily filled to the satisfaction of the clients. The first request came from an elementary school principal who asked her to obtain some information about a new math textbook series being used in another county in the state. (This request will be discussed in greater detail below.) Another early contact was with the Superintendent of the district, who was having some difficulty in determining whether he should apply for Title I money since he was not sure that Jordan could meet the requirements. The field agent encouraged him to apply for the money, obtained information on the Title I forms and requirements from another principal with whom she had been working, went over these material and ideas with a local consultant in her office and discussed application procedures with a teacher who then wrote the proposal. As a result of these efforts, Jordan was granted $20,000.

Field Agent Activity on Math Programs in Jordan County. The field agent received another general request for state department consultant help from the principal of the high school. This request stemmed from an interest among the high school teachers for information which would help in up-grading the curriculum and in relating each subject matter area to the overall objectives of the schools. Since interest was particularly strong among the math teachers, the agent suggested to the principal that he might look into a new math approach that was being taught at a university within the state.[1] This was the second school in the Jordan district that had indicated a desire to work on math, and the agent therefore decided to contact a state specialist in this area to see whether he was available for some on-the-spot diagnostic and developmental consulting.

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[1] This program, called the "stretchers and shrinkers" program, was developed at the University of Illinois. The course focused on stimulating the interests of underachievers through games, simulation activities, and drill materials for manipulative skills.

At this point the field agent returned to all of the schools and explained that a state specialist was available to help them in math. The field agent indicated that this presented a sensitive situation as there was some resentment toward the State Department of Education among local school personnel. As one educator remarked,

> The State specialists sometimes seem to look on us as backward. We have sometimes gotten the impression that it's just not worth their time to come way down here.

Thus, she reported that she had to gently sell this particular specialist, whom she had already met and liked at a meeting of the project staff members in the State Department of Education. In her visits to the schools she asked them to draw up a list of needs and objectives for their math programs, which they promptly did. Some of the needs that were expressed included new tests, games, how to pace math programs, and how to set up a philosophy for the math curriculum. These needs were forwarded to the specialist and arrangements were made for him to come to the district. Several items, including enrichment materials and teacher's resource books, were obtained from the retrieval service and delivered to the client schools before the specialist's visit.

A short time later, the State Department Math Specialist and also the Coordinator of the retrieval unit came to Jordan and visited with each school to give them specific information and help on the needs which they had previously identified. At this time the decision was made to adopt a new elementary text-book series that involved greater individualization of the math program. While no other "innovation" emerged from this round of visits, the educators in the area were very pleased with the discussions that they had with the math specialist. The principal of the elementary school reported that the specialist was "really willing to roll his sleeves up and go to work," and stated that he planned to call on him again as the need arose. Others felt that they had had a "good talk" which helped them develop a better philosophy of what a math curriculum could do.[1]

The major change that emerged from the work of the program in Jordan (the new text-book series) has been tremendously successful, according to the principal of the elementary school: "We're really into it now, its really great, especially in the upper grades." He also made a remark which seems indicative of the general response of the administrators in the district to the work of the field agent, and which summarizes the interest which even a fairly conservative, economically deprived areas may have in contact with new education ideas:

> This material you brought in ...it's just been fantastic what's going on around the country...We haven't digested it to the point where we're utilizing it yet, but we're getting some of the ideas in our heads.

The field agent reported that the teachers were also enthusiastic about the new textbook, and with the help of the state specialist have been working on the development of math games and other supplementary materials to be integrated with the individualized approach of the text.

An important aspect of the field agent's work with the math programs in Jordan County was in her sensitivity to the restraint with which school personnel tended to approach rapid innovation. Some of the educators with whom she was working were not "self-starters." Creating an environment where there was some enthusiasm for revising the district math program required a tremendous amount of follow-up work after the initial requests. The field agent noted that the visit of the specialist was instrumental in creating excitement in the district, but that to see this excitement converted into practices and changes required going back time and again to see exactly what clients were doing with material and whether they needed further help. She also found that follow-up in such projects, which require talking to groups of teachers, is quite difficult to manage, since the only available time is after school when teachers are tired. Despite these problems, however, the field agent made at least five visits to each school during which math materials were discussed. She also arranged for the SEA consultant to make a second round of visits to the schools to follow-up on some of the plans made during the first session. This follow-up visit took place about a month and a half after the first one.

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[1] The field agent was so pleased with the enthusiasm generated by the district-wide visits to work on math programs that she initiated a series of similar visits in the other districts with which she was working. Some of the innovations emerging from these efforts included the adoption of the same individualized text series, the implementation of accelerated and advanced placement programs at the high school level, and teacher enrollment in the "stretchers and shrinkers" course mentioned previously.

Field Agent Activity Regarding Middle Schools

Relatively early in the field agent's work, she discussed with the superintendent the possibility of Jordan's adopting a Middle School program.[1] At that time the superintendent had said, "Well, we will probably be looking into that in the future, but I don't know just when we will go into it." Others in the district were somewhat more interested, including the principal of one of the elementary schools, who felt that his school was best suited to the change. During a visit with a group of teachers from another district to an innovative system in another part of the state, the field agent had had the opportunity of observing a new Middle School. She was quite impressed by what she saw. She talked to the principal and was able to acquire information about concepts and curricula being used, and also the results of a local survey indicating that parents were enthusiastic about the change. She then sent a request about Middle School programs to the Pilot State retrieval unit and received ERIC articles on microfiche. She returned this material to the interested elementary school principal and talked to the Superintendent. At that time he committed himself to using a particular school for a Middle School arrangement.

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[1] The Middle School concept places grades 6-8 together; grades 1-5 remain in the elementary school, while 9-12 are assigned to the High School.

The principal who received the ERIC material was somewhat disappointed for he felt that the information was out-of-date. His interest in Middle Schools remained high, however, and the topic came up for serious discussion during a meeting between himself and the principal of the other elementary school while working together on their math programs. The field agent then made arrangements for a group of local educators to visit the Middle School which she had seen. Additional information on the Middle School organization was obtained from the retrieval service, including more material from ERIC. A book on middle schools, which proved to be the most helpful source of information, was also supplied.

At about this time, certain segments of the community began to put pressure on the Superintendent and the School Board to move toward the change more rapidly. The motivation for this community movement seemed to have arisen from the dissatisfaction of parents in having 7th and 8th grade children in the same social environment with older students. The feeling was that this proximity put pressure on the younger group to begin dating and to behave like older teenagers in general. Because of Jordan's isolation and lack of social outlets for teenagers, there was some problem with early marriage and pre-marital pregnancy which parents felt might be partially alleviated by putting the 7th and 8th graders in an environment where they would not be subjected to social pressures for dating.

The Superintendent succumbed to these sentiments, and immediate plans were formulated to institute the Middle School in the coming fall. The field agent helped the Superintendent to obtain permission for the change from the State Board of Education, and also acquired help from SEA consultants in making structural changes in the old elementary school. The agent and the retrieval coordinator also located through ERIC and the State Department's files a group of "mini-courses" in a number of subject matter areas which could be used for the new Middle School students.

Because the decision to adopt the Middle School was made only a short while before the end of the school year, little time was left for major plant or curriculum changes. Nevertheless, no insurmountable problems were encountered. The field agent believes that if they had waited another year to prepare the buildings fully, much of the enthusiasm for the change would have been dissipated. A problem that did occur as a result of the rapidity of the move, was that many teachers found themselves working in both the high school and the Middle School. This problem was soon ironed out so that permanent staffing arrangements could be made for the coming year. The principal of the school remarked that the change was very beneficial, and he was grateful for the support not only of administrators and teachers but of parents. (His only difficulty was some resentment among 8th grade girls who felt that they were being socially handicapped by being separated from the older boys.) He planned to use the field agent again during the year to acquire materials for further curricular development, and has already made requests for additional mini-course curricula suitable for Middle School students.

The Superintendent's initial reluctance to take this move was replaced by whole-hearted support for the new program. He stated in an interview:

> The new arrangement gives the middle grades a new lease on life...We can temper the curriculum, give the students a variety of teachers, departmentalize. We have separate departments such as home economics, physical education, industrial arts...the average attention span (of children this age) is short. We can now give them mini-courses, six week courses in, say health...then we can change to something else...we have more flexibility than we've ever had.

The Superintendent also stressed the unanticipated economic benefits of the change, as the new grouping allows more efficient usage of existing plant space.

The need for curriculum and plant changes to fit the new program stimulated a new interest in innovation in the more conservative High School. The principal is not yet ready to move towards some of the new ideas being tried in the Middle School, such as team teaching, but he is preparing to remodel his building in preparation for these types of programs. In fact, he approached the field agent with a tentative drawing of structural changes, and the retrieval unit did a considerable amount of research for him. The field agent noted with some pleasure that consequently he altered his plans considerably. In particular, the new plans included a complete restructuring of the physical education facilities, and conversion of a second library into an area for instructional media in conjunction with a planned humanities program.

The high school principal also made a request early in the school year for material dealing with a wide range of problems, including philosophies of success and failure in secondary schools, student attitudes and motivations, individualized instruction with a limited staff, and the evaluation of activities to meet the needs of students with varying abilities. He received a great deal of material as a result of this request -- over 50 articles, abstracts, pamphlets, etc. While not all of the material was found to be useful, according to the principal, some of it was right on target. He reported that the material was used extensively by himself and the faculty in preparing a report and drawing up recommendations for changes in the High School:

> The articles were circulated among the staff, with them reading, initialing, taking notes. In fact, we made the copy of a note pad with each teacher marking it as they saw fit, i.e., underscoring, questioning, agreeing,..(The material has been used) in faculty meetings...as inservice and discussion for reaching conclusions and recommendation.

The principal expects to use the service again as they move toward curricular changes in the High School.

Conclusion

As may be seen from the above materials, one of the strong points of this field agent is her ability to bring educators from different schools to work together on innovative projects. Rather than treating the two requests for help with math programs separately, she chose to bring together all of the schools in the district in behalf of these efforts. She disseminated material on innovative efforts in one district to schools in other districts. The interest in Middle Schools in particular has been spreading throughout the target area as a whole. She brought a group of educators from another district in her area to see the Middle School in Jordan County and to discuss the problems and benefits of the arrangement with the principal. Although the field agent says that she has not been "pushing" the Middle School idea, the fact that she has discussed Jordan's school with other educators has served to spread interest in the idea. By encouraging communication between schools, while at the same time supplying them with information from a national data base, the agent has sought to overcome a tendency toward insularity in rural educational circles.

Another important aspect of the agent's work was in facilitating and improving communication between the State Department of Education and local schools. In this case, where relations would appear to have been neutral at best, it is doubtful that many of the local personnel would have initiated requests for consultant help, as was done by the agent in the case of math curriculum improvement and plans to remodel the schools. In her capacity as a linker, this agent might help the state to change its image from that of a regulatory agency to that of a service organization.

FIELD AGENT C-3

FIELD AGENT ACTIVITIES IN WESTERN STATE

The section of the state covered by Field Agent C-3 is rural in population and comprises nine school districts. The agent's office is located in an intermediate service center established by the State Education Agency to assist rural school districts. His selection was made by a council of nine superintendents within the area who announced the vacancy and screened the applicants.

The basic "philosophy of education" of the nine school districts, reflected in community life styles, is strikingly similar. The predominant religious orientation of the communities is strongly conservative. The rural nature of the communities, the limited economic resources, and the distance from large urban centers all create an environment that encourage conservatism by school officials.

The school district personnel within these nine districts are distinctly aware of the propinquity of several large urban centers. These cities, lying in a north south belt to the west of the spectacular Washo Mountains, are referred to as the "Washo Front." Feeling that they are not as privileged as the urban school districts with respect to state funds for school programs, the nine school districts which extend east of the Washo Mountains often refer to themselves as the "Washo Behind." A common comment is, "We are behind because the Washo Front gets more money from the state than we do. Thus, they can be more innovative and modern."

It is not surprising, then, that the field agent selected for dissemination of innovative ideas to these school districts would, through preference of the superintendents, tend to be conservatively oriented, not overly eager to change the status quo, and have a mild personality. The agent was perhaps the least qualified for the position in terms of technical knowhow and experience in working with district office personnel. As remarked by Superintendent Winston,

> We had a man in the area previously to (the agent's) assignment who was overly aggressive and inquisitive about school affairs. On occasion he would spread gossip about one district to another. We didn't want another man like this. When we hired (the agent), we saw in him an individual who could do a job without being aggressive or a gossip. I speak for all of the school superintendents when I say that we made a good choice in (the field agent).

The agent is a lifetime resident of Beaver City, one of the communities within the nine school districts, and was educated in the state. Since 1965 he was employed by the Washo County School District as a social studies instructor. While he had been active in community church duties and had held various education association offices since 1965, his skills had resided in his ability to get the job done without great fanfare or obvious leadership. The agent possesses an unusual sensitivity toward people, preferring to do an assignment himself rather than risk hurting others' feelings by reminding them of their responsibilities. Within the community of Beaver City, the agent is well-liked by his former students and peers and by those within the service center where he now works. In his first attempt at political office he was nominated for city councilman and lost in a closely contested election by two votes. Discussion with individuals with whom the agent has worked in the dissemination program has disclosed his ability to establish a friendly and lasting relationship with clients at any level of school operation.

The agent has felt considerable unease over conflicting role-expectations, however. On the one hand, he has felt that he should not push the schools beyond the point of dissemination of requested information. This position conforms with the expectations of superintendents, and also permits him to avoid confrontations with school administrators, a role in which he feels somewhat uncomfortable. This uneasiness is in part due to his prior professional position (teaching) and his lack of experience in working with those in superordinate positions.

Opposed to this modus operandi is the role expectation which the agent had perceived as stemming from the state project director. The project director's conceptualization of the field agent's role has been somewhat vague, but has pointed toward extensive involvement in school change. Thus, the "Havelock model" of innovation has been stressed by the project director in numerous meetings, that is, the field agent should develop intensive relationships with school clients and assist them in the various stages of diagnosing the problem, choosing a solution, building an environment, etc. The intensive, time-consuming relationships between agent and client required by the Havelock model would tend to create additional problems for the field agents. In particular, this agent's service area includes nine school districts spread over an extensive area. To provide an ongoing relationship with clients in one school district the agent must drive 138 miles. Jasper School District, the most remote of the nine districts, can only be reached by traveling in excess of 200 miles. Despite these distances, the agent has been able to provide a fairly consistent pattern of visitations, but obviously priorities have to be set up and a calendar of appointments has to be kept very carefully.

The first noticeable indication of role conflict came during a monthly meeting of the project director and field agents early in the program. The project director placed special emphasis on the process of diagnosis as a result of his belief that the overt needs voiced by people are usually not their "real" needs. It was stressed that the job of the field agent was to ascertain the client's real needs and then to facilitate the solution of these problems. The agent reacted in opposition to this process, feeling that he had no business trying to push clients and that he had to accept statements of problems at face value. In his opinion, there are a number of reasons for people making requests of the field agent, and they do not necessarily portend a larger problem or a hidden "real need."

The agent has also felt some pressure as a result of the project's emphasis on "Technical Assistance." The director's push in this direction, his obvious pleasure when other field agents utilized State Board consultants, and the agent's hesitancy and lack of specific guidelines in using such consultants created further concern. On numerous occasions the agent would comment to the field observer,

> I'm doing the best job that I can. If they don't like the way that I work, they can get someone else. I know that they want me to use the State Board consultants, but I just haven't been able to use them.

Generally, the agent has not felt that client problems reached a level of complexity that would require consultant service. On one occasion, however, he did request that a team be sent to an elementary school to observe and make recommendations regarding the school's "behavior modification" program in reading. The request was sent to the SEA, but because of communication problems the team was not organized in time to make the visit.

The agent began contacting the nine school districts in the fall of 1970. With the permission of district superintendents and principals, he met with individual school faculties to discuss the services offered by the program. The challenge given by the field agent to "try him" on securing information that teachers might want as they study new ideas was a tantalizing method of publicizing his services. A number of teachers requested information and were generally pleased with the rapidity of service and the quality of materials. On numerous occasions the agent has traveled many miles just to deliver one item of information.

It was evident to the field agent that earlier requests for information were of a superficial quality. One of the clients appeared to just like someone to talk to. Another client wanted the agent to help him locate colleges in which he could apply for graduate school. On occasion, the field agent would provide information to a client, give him time to read it, and then return to discuss the material only to find that the client had not even looked at the information. The field agent's response to the client's failure to read the material within a specified time was always a positive, nonthreatening "Can we go over the material when I return again?" The field agent generally had read the ERIC abstracts prior to meetings with clients and was able to assist them in selecting the most relevant articles to read.

FIELD AGENT C-3

FIELD AGENT ACTIVITIES IN WASHO SCHOOL DISTRICT

The Washo School District was selected for this case study for several reasons:

First, the field agent lives within the boundaries of the Washo School District, and he used to be a teacher in the Washo Junior High School. It might be assumed, therefore, that the phase of building relationships would proceed much more rapidly than in other school districts. Second, the Washo School District is small in size, and all of its schools are within ten minutes driving distance of each other. The field agent should be able, therefore, to meet a number of clients within a short period of time. Third, the school district is fairly representative of rural districts in the field agent's target area. The major distinctive features are monetary problems resulting from the small size of the area compared with other districts in this western state, and the relatively low assessed valuation which computes at $518 cost/ADA per child--the lowest of the nine districts covered by the intermediate center. Finally, the school district employed a new Superintendent during the 1969-70 school year who indicated early in his employment a desire to improve the district through change and innovation.

Cedar Valley, located immediately east of the Washo mountain range and at the foot of the tranquil, blue Bear Creek Reservoir, presents a picture of rural isolation within a majestic, scenic setting. Long isolated from the major centers of the state which have spread outward with urban tentacles, Cedar is now easily reached by modern highways. Recent growth (10 percent in the past decade) attests to the desire of many city residents, who are within half an hour's drive, to claim Cedar Valley as a bedroom community away from the working world. From a beginning population of ten hardy settlers in 1880, the present population is approximately 5,800. Many campgrounds and picnic areas are located conveniently throughout the area. Fishing, boating, hunting and all winter sports make Cedar Valley a sportsman's retreat. Its principal industries are agriculture, livestock, mining, and a developing tourist industry. Harvest of timber products in the national forest provides for a consistent annual income to timber interests, and parts of three national forests are found within the boundaries of the county.

Strong community ties and a reluctance to undergo change can be partially observed in a statement from a Chamber of Commerce brochure which states: "Even though it would appear that many citizens would prefer no change and no growth, it seems that growth and change are inevitable." The growth and change, however, tend not to be directed by the desire of the populace, but by the development of a bedroom and recreational cummunity. Perhaps, if the growth remains small, these new people will be incorporated into the general philosophy of the citizenery at large. This philosophy can best be stated by one citizen who remarked, "I came to Cedar Valley to escape the hustle and bustle of the big city. Why would I want to change this valley to that mess?"

The Washo School District, an area of 1,194 square miles, is one of 40 districts within the state. The assessed valuation of the district is $12,252.15 with a tax rate of 49.30 mills. The school system is composed of one high school, one junior high school, and three elementary schools. All of the schools are located within Cedar City with the exception of Adams Elementary which is located within the town of Adams.

The general condition of the schools is poor to average. The junior high school is housed in the old high school building which could easily be condemned if pressure were brought to bear on the state fire marshal. The high school is relatively new and is kept in good condition. Even if a new school plant were to be approved by the voters, the total amount that could be raised would only be slightly over a million, which would not go far with building costs at the present level. The Board of Education is composed of five members. The district school office, located in Cedar, includes a superintendent, assistant superintendent, financial clerk, and secretaries. Additional staff needs are met by the Cedar Service Center (intermediate educational agency) which is also located in Cedar and under the nominal jurisdiction of the Washo County Board of Education. This educational office, established by the State Board of Education to assist rural school districts with curriculum specialist needs, has four consultants who assist the Washo School District as well as eight other counties in this portion of the state.

In 1970-71, there were 81 full time equivalent staff members in the district. This figure includes special education teachers (5), principals (5), librarians (2), and counselors (15). Teacher salaries are not competitive in the state. The minimum starting salary is $5,630 with a Bachelor's Degree, while the maximum at the same level is $7,660. Most of the teachers have lived in Cedar Valley for some time. District policy requests that new teachers find residence within the valley. The total school population was 1,875 with 126 students graduating from high school in 1971, about 60 percent of whom continued on into higher education.

The quote that follows is the result of a request of the field observer to the previous superintendent of the school district for comment on his tenure and activities within the community.

> I was employed by the Washo County School District as superintendent in 1951 and continued to serve in that position for the next 18 years. Prior to that time I had been principal at the high school for a year and a half and two years as a teacher. When I came into the district the communities in the valley were relatively sleepy country villages. Over the next 18 years due to economic changes and the development from a farming-ranching community into a more recreation-centered economy, they were to change considerably. During my tenure as a superintendent we attempted and were successful in passing several bond issues...We were fortunate in being able to maintain a high percentage of our school personnel over a long period of time. Our staff was stable and many of the persons employed by us soon had vested interest in the district. This meant that turnover was relatively light. The board of education had an excellent attitude toward hiring policies and gave the superintendent full leeway to exercise his professional judgment regardless of the cost of the person being employed. There was no pressure from board members in any way that would exhibit an attitude of nepotism. Our staff generally was very professional in its attitude and was recruited from across the state and even out of the state... Washo will always have a problem with finances. The established school finance formula distributes money in such a way that certain districts are penalized. Washo happens to be one of these districts. The tax base is not sufficient to furnish enough money to provide a quality education program...

> People of Washo County have primarily over the years wanted their youngsters to be prepared to go on to the universities or to higher education of some form. They have been quite comfortable with their schools and supportive. However, it is my understanding now that like so many others they are awakening to the fact that many youngsters are not going on to the white collar jobs, and consequently there needs to be a reorienting of the school's goals. There will be in the future much more demand for career education and for developing vocational programs for youngsters. This means that somewhere new facilities will have to be built and money will have to be provided to take care of these programs...
>
> If there were any weaknesses (in the school program) it was primarily in math and the sciences where we did have a difficult time finding adequate teachers especially during the period when many were returning to school to further their work through federal grants...
>
> In conclusion, I would say that we represented a reasonable conservative community, that our schools were not highly progressive but we did offer many new programs during my tenure as superintendent. For instance, we introduced the driver training program, we were able to provide guidance services, we moved into programs for handicapped children and we hired speech therapists and established programs cooperatively with South Barrow and Rock City. It was under my direction that the Title III Regional Research Center was located in Cedar Valley to provide services for the schools. We were also able to establish a district media center and provide services such as delivery to the schools. Television was brought into the district and a visiting teacher was provided for youngsters who were ill. In addition, we experimented with team teaching, provided materials and facilities for individualized progress studies and in general tried to bring into focus the new ideas in education without completely revising our program. I suppose you could say we were conservatives holding on to what we thought was good but anxious to supplement it or bring in new ideas that could be helpful to youngsters.

From observations within the district, this superintendent experienced during his 18 year tenure a high degree of success in maintaining good school/community relationships. His attitude about the schools was to maintain a non-threatening, non-highly progressive operation. The community viewed the schools' direction as sound and was not very apt to criticize the schools for being too far ahead of the times or for being too far behind.

The newly elected superintendent of the school district, as of 1970-71, has presented much contrast to the outgoing one. Apparently, he felt upon recieving employment that he had a mandate for change. His efforts in this regard have shaken the constitutions of a goodly share of the people, but not their pocketbooks nor their feelings about what the school should be doing. The new superintendent, in an effort to fulfill a role expectation felt at the time of his appointment and as a result of information received from a statewide needs assessment study, has attempted to initiate district-wide change. The general feeling as evidenced through comments of teachers and parents, however, would indicate that the Superintendent has tried to do too much. Specifically, the people desire "change" as long as it is slow in occurring, does not necessitate increases in taxes, and does not change the way things have been. As a result of some of the Superintendent's actions toward change, a number of the townspeople are beginning to suggest that maybe a new superintendent is needed.

The field agent was selected for the State Pilot Dissemination Program while serving as a teacher in the Washo School District. The position description entailed more money than the agent was making as a teacher and also provided an opportunity for him to gain added professional experience. In addition, the new position did not require a move, as the Service Center to which he was to be assigned operated in the town. Following his application, the agent was selected for the position by the nine superintendents who compose the regional Service Center District. While not one of the most qualified candidates for the position, the agent was a longtime Washo School District resident, resided close to the Service Canter, and presented a traditionally rural conservative viewpoint. The agent is a mild-mannered individual who also meets people well without being pushy or aggressive in his desires. The general concensus of the superintendents and principals in the various school districts is that a good choice was made in selecting him as the field agent.

The agent made initial contacts with the nine school districts in the fall of the year. As one would expect, the field agent's first contacts were made with those clients with whom he had worked and was familiar. The new Superintendent of the district was somewhat pleased to have the assistance of a field agent for dissemination of information and encouraged his meeting with teachers in the schools. The field agent's activities in the district resulted in numerous requests for information and some help in setting up outdoor programs in service.

Field Agent/Superintendent Contact. The field agent met with the Superintendent in the late fall to discuss the dissemination project and how it could be used in the district. The Superintendent indicated that he was interested in rearranging the school system structure and asked the field agent if he could provide ideas on the subject. The field agent suggested that the observer (a professor of education at a local university) might be able to provide information about school organization because of his experiences in the field. The agent contacted the observer by phone and set up a meeting of the Superintendent, the observer, and himself.

At the meeting it was decided that the concept of educational parks was worthy of exploration as a possible innovation. The field agent was directed to locate material on educational parks and the observer was asked to provide any available research data on the subject. The field agent located a pamphlet listed in ERIC entitled Educational Parks and the Superintendent ordered 12 copies for his Board of Education and school administrators. Unfortunately, the Superintendent became too excited about the plan, tried to push it too fast, and ended up with a strong community feeling against a park approach. The park concept for Cedar Valley was not ill-conceived, but the Superintendent tried closing the Adams Elementary School and moving the ninth grade junior high students to the high school as part of the package. The immediate, negative reaction of the community to the two administrative edicts sounded a death knell to the parks concept.

From the meetings with the Superintendent arose the idea of the observer's conducting a workshop on innovations in the schools. This workshop met during the spring semester of the school year and was attended by district teachers and administrators. Every teacher committed himself in the workshop to developing some materials or utilizing some teaching strategy that would improve his teaching. At one of the sessions, the field agent was brought in to present ideas on the use of behavior modification. His presentation went well and a number of the teachers remarked after class how impressed they were with the agent's knowledge and skill in handling the material. One of the teachers remarked, "We all need the opportunity to gain in knowledge like (the agent) is doing." All of the teachers were required to complete curriculum materials for these classes.

The Superintendent asked the field agent to work with those teachers assigned leadership time for working on special projects. The agent had worked with this group during the past year, providing information as needed. An example of assistance to a teacher in this program was a mathematics study. The field agent was able to provide micro-fiche studies on individualizing mathematics, and the teacher remarked that, "This information verified my thinking and helped me not to move out into left field."

The Superintendent also appointed a committee of teachers to study the feasibility of instituting a middle school in the district. The committee consisted of the principal of the junior high school and four classroom teachers. Members of the committee asked the field agent to assist them in gathering information, whereupon the agent provided fifty articles in micro-fiche form. A micro-fiche viewer was furnished and the field observer assisted in review of each article. Subsequently, the Superintendent remarked that the agent's work with the teachers was very helpful. And a committee member stated that, "(The agent) is capable of getting the answers to questions that we ask--he made our work much easier." In particular, the field agent identified for correspondence eight middle schools outside the state and several middle school projects within the state. He also located and ordered issues of the National Elementary School Principal Bulletin, November, 1971, which discussed the middle school concept. Unfortunately, the Middle School Committee met its Waterloo in the spring when the school bond issue was defeated.

During another meeting between the Superintendent and the field agent, the Superintendent asked what the townspeople thought of the way he was handling things in the district. The agent reported that he replied frankly to the question, pointing out that the Superintendent had made some enemies in the community because he had not communicated as well as he should. He further stated that a number of citizens were upset because it seemed as if he were rushing "pet projects" without caring what the people thought. The agent's comment to the observer following the incident was, "I might have canceled my opportunity to return to the district as a teacher, but the superintendent wanted an honest answer and I gave it to him."

Field Agent Contacts with Two Science Teachers. Fred Morris and Jeff Mabry are science teachers in the Washo Junior High School. They are considered as two of the more capable teachers in the district. Morris has also been active in the local teachers' association. Both teachers are close friends of the field agent and respect his opinion. The field agent's first request for help in the school district came from these teachers.

The teachers were interested in the use of film strips in the classroom, so they asked the agent to write to various media companies to inquire about their use and quality. Later study pointed to the possibility of permitting students to make their own film strips. Because of cost, the latter project was abandoned and students were assigned to write captions for commercially-prepared film strips that had limited printed information on the frames. Three film strips were made and are now in use by the teachers.

The field agent developed a strategy of school visitation trips, which he arranged himself, for interested teachers. During the spring semester, the agent drove to Spring Junior High School to visit their innovative service program. In all, about a dozen teachers from the nine districts in the area visited different schools to observe programs in science and social studies. The enthusiasm of the two science teachers over the Spring Junior High School program prompted them to take a class in educational innovations given at a local university. During this class they developed individualized units to be utilized in their science classes. The agent also talked his brother, an industrial education teacher, into taking the course. The field agent also took teachers to visit the Smith High School Outdoor Education Program and the Brewster Summer Outdoor Workshop.

As a result of the attendance of Jeff Mabry at a summer outdoor ecological program, a desire was developed to initiate a seventh grade outdoor workshop for the Washo students. The agent was called in to help set up and conduct the program. He felt that additional assistance was needed, however, so he arranged for the director of the Regional Service Center to work with the group. The field agent assisted in selecting the site for the one-day trip, arranged for transportation and supervision of the students by the school district and local P.T.A., and called the following organizations for support in developing and conducting the program: Forest Service, Soil Conservation District, Fish and Game Department, State Forestry Service, and Regional Service Center personnel. According to a local newspaper story, the project was very successful.

Jr. High Science Classes Tour Ecological Area

Last Wednesday, October 6th, local resource people, P.T.A., teachers and students from the Washo Junior High School got together at Bemels, an ecological study area about five miles above Smithville, for a most outstanding study of several communities. Students came home most enthusiastic about the things they had learned and the fun they had learning them.

Representatives of the Forest Service, Soil Conservation Service, Fish and Game, State Forestry and Multi-District Media Center gave up a day from their busy schedule to instruct students of Mr. Morris'and Mr. Mabry's seventh grade science classes on the ecological interrelationships that exist between plants and animals in each of three different habitats. Students learned that soil, temperature, rainfall, humidity and other factors determine the kinds of plants that exist in an area, and that these plants in turn help determine the kinds of animals that will exist there.

Mr. Philip Andrew explained how the snow was measured for water content. Mr. Jeb Barker discussed soil horizons and how the soil provided the water and minerals for growing plants while Mr. Morris helped students measure the pH of north and south slope soils to help relate its affect upon each community.

Ranger Clark Brody and (the director of the Regional Service Center) helped students learn the interrelationships of a north slope and to understand the idea of succession of plants and animals in a changing ecological community.

Rangers Pete Stone and Guy Johnson discussed the more arid south slope with a more open canopy and more varied ground

> cover. (The field agent) and Mr. Joe Crain took the students from the lower sage brush flat up the hill through the aspen, cedars, on up to the fir-spruce areas studying the difference in the amount and variety of ground cover.
>
> Perhaps the highlight of the trip, discounting lunch, was the trip up the river bottoms with Mr. Mabry and Mr. Clint Billings. A beaver was discovered working on a dam. A Water Oozle was found dipping for rock rollers which were found abundantly under moss-covered stones in the cascading water. Food chains were established and adaptations for survival in water were discussed. Data were collected from each station and brought home for further study in the classroom.
>
> Mrs. Gloria Morris, P.T.A. President, arranged for mothers to chaperone the groups from one resource station to another. They were caught up in the activities and enjoyed the excursion very much. Mr. Sam Collier chaperoned a group and acted as photographer of the day.
>
> It takes a lot of people to put over a real successful program. Our thanks to (the director of the Regional Service Center) for securing the resource people and helping the field trip. The students appreciate it and are ready to go again.

The science teachers asked the field agent to be one of the judges at the annual judging of science fair contestants. And when they were discussing the extension of the agent's work and his loss of opportunity to return to the district upon completion of the Dissemination Project, they remarked to the observer, "With (the field agent's) knowledge and expertise, any school district would want him."

Nature Walks. The field agent met with the faculty of the West Elementary School and talked about outdoor experiences in ecology as presented at the Jethro Canyon Workshop. A film strip was shown on "Ten Minute Nature Walks" which was produced by the State Board of Education. Penny Clark, a teacher in West Elementary School, asked the field agent to help her in writing and conducting several ten minute "walks" with her class. The field agent contacted a specialist at the State Department of Education and secured for Mrs. Clark a number of his "Ten Minute Walks." In addition, the field agent himself had written for Mrs. Clark a ten minute walk entitled "Snow Prints." As a result of this work by the field agent, two additional elementary schools have made requests for outdoor ecological trips and ten minute nature walks.

A Reading Committee. A committee was formed to evaluate existing reading programs for possible text and program adoption on a district level. The chairman of the District Reading Committee contacted the agent to collect some materials. The field agent provided the following:

a. N.C.E.C. materials--Reading Model Schools Program
b. Far West Lab Alert Materials for curriculum decision makers
c. ERIC information from Boulder, Colorado BOCS
d. Recommendation that the state specialist on reading be brought in to talk about criteria for reading programs

At this writing, the committee is reviewing the material and a time has been scheduled for the state reading specialist to meet with the District Reading Committee.

* * *

The number of requests for information in the Washo District over the past year and a half are too many to discuss individually. The following is a breakdown of topics covered:

SCHOOL REQUESTS FOR 1970-71 SCHOOL YEAR
WASHO SCHOOL DISTRICT

DISTRICT STAFF

Teaching Material
School Planning and Dis.
Prog. Eval.
Budget Fiscal Policy
Research
School Administration Organization
Organization and Administration Planning
SCSD Elementary Level
Two PREP Kits #18

WASHO HIGH SCHOOL

Economics
History
English
Business (2)
Reading
Foreign Language
Ind. Arts Grading
Unstructured Time
Voc. Ed. Career
Simulation Gaming
Voc. Ed. Secondary
Three PREP Kits #18
One PEP: Innovation in Music

WASHO JR. HIGH

Science
Math
English
English Literature
Social Studies
Dropouts (2)
Geography
Five PREP Kits #18
One PREP Kit #11
One PREP Kit #16
One PEP: Innovation in Music

WEST ELEMENTARY SCHOOL

Administration
Art Ed.
Audio Vis. Material
Audio Vis. Methods
Counseling and Guidance
Curriculum Planning and Development
Education Facilities
Elementary School Math
Health and P.E.
Instructional Group and Scheduling
Lang. Arts
Litin Service Networks
Mentally Handicapped
Natural Science
Outdoor Education
Personnel
Physically Handicapped
Planning and Evaluation
Reading Instruction
School Library
Social Science
Social Studies
Student Behavior
Student Teacher Relations
Teaching Styles
Tests and Testing
Eleven PREP Kits #18
One PEP: Innovations in Music

CLAYTON ELEMENTARY SCHOOL

Eight PREP Kits #18
One PEP: Innovation in Music

ADAMS ELEMENTARY SCHOOL

Reading
Seven PREP Kits #18
One PEP: Innovation in Music

In addition, the agent has filled 44 requests for information by the Regional Service Center specialists.

Current unrest over the past year as a result of the Superintendent's actions in the district has created a lessening of morale and had some effect on the work of the field agent. It is difficult to be innovative when teacher insecurity and a general feeling of lack of trust in administrative/teacher relationships exist. The field agent, a concerned citizen of the Cedar Valley as well as an information specialist, has been able successfully to maintain his professional behavior in a rather difficult situation. He is clearly well liked, not only in the community, but by school personnel who respect his comments and ability to assist them.

FIELD AGENT C-3

FIELD AGENT ACTIVITIES IN SHOSHONI SCHOOL DISTRICT

The Shoshoni School District was selected for a case study because of the following factors:

1. Distance: The field agent working with clients in this district must travel 140 miles from home to target area. The question arises, "Can a field agent serving as a communication or resource specialist adequately meet the needs of clients who reside great distances from the agent's home base?"

2. Field Agent Success: The field agent has felt that he has achieved a considerable amount of success in working with administrators and teachers in this district.

3. School District Size and Population Characteristics: The school district is representative of other rural districts in the state. However, this particular district has the benefit of greater county wealth from oil well production. Moreover, the district is small enough (under 200 teachers) to gather a cross section of opinion toward change that is reflective of the total school system. Population characteristics consist of a sizeable religious community with a large influx of non-religionists from oil well production. Family income tends to be low and children come from families with fathers who work in farming or oil production.

Shoshoni County experienced a 9.5% increase in population between 1960 and 1970, one of the two rural counties in the state to have shown a population growth during the past decade. Currently it numbers about 14,000 inhabitants, a tenth of whom are Indians. Approximately one-third of the area's population is composed of school age children. In 1960 the median school years completed by the population was 11.7 and the medium income was $5,281.

The mountains of the National Forest lie along the northern boundary of Shoshoni County and, interestingly enough, run from east to west--one of the few mountain ranges in the world that does not have a north-south axis. The elevation of these mountains range from 8,000 to 13,498 feet. The lure of this vast, dense timber forest beckons to an increasing flow of tourists who desire boating and fishing in trout-laden lakes. The town of Jasper, with a population of 4,000, is the county seat. The Jasper area is strategically located on a highway between two major cities.

Shoshoni school district operates eight elementary schools, two junior high schools and two senior high schools. Students living in the rural areas of the county (total land area covers 4,476 square miles) are transported to school by bus. (About 70 percent of the students receive bus service.) The schools are modern and well-equipped, most of them having been constructed within the past 15 years. Located in the town of Jasper are two elementary schools, one junior high school and the Shoshoni High School. Five miles distance from Jasper is the unincorporated town of Clinton, a community of 1,248 people with a new elementary school. Greenwater School is located in relatively old buildings once utilized by the Bureau of Indian Affairs but now turned over to the school district. This school, nestled in the foothills of the Shoshoni mountains and some 20 miles from Jasper, has a student population which is predominately Indian. The old barrack type buildings house students in grades one through six.

The school district provides not only a well-developed adult education program but also makes its facilities available for college-sponsored extension classes. A State University provides an active extension service for the teachers and interested citizens of the area.

The district office is located in Jasper and includes a superintendent, assistant superintendent, clerk, and various curriculum and building and grounds supervisors. Additional staff needs are met by the Beaver Service Center located in Beaver. This educational office, established by the State Board of Education to assist rural districts with special needs, has four curriculum consultants who assist Shoshoni School District as well as eight other counties in this part of the state. The staff specialties are special education, social sciences, mathematics, and assistance with change and innovation. In 1969-70 there were 148 full-time-equivalency teachers in the district. Eleven of the teachers were special education teachers and 14 members of the staff were considered in the administrative category. The school district also provided 14 teacher aids for school use. The total student population was 4,234. Approximately 225 students graduate from the Shoshani High School each year.

Teacher salaries are competitive in the state. The minimum starting salary with a bachelor's degree is $6,078 with a maximum attainment in this classification of $8,874. At the master's degree level, teachers begin at $6,564 and may reach a maximum of $9,846. Of the total staff of 179 people working in the school system during the 1970-71 school year, no doctorate degrees are reported. Approximately half of the staff has obtained a master's degree equivalency, however. In general, the citizens of the community find the school staff to be responsible and capable (as reported by a needs assessment study conducted by the State Department of Education for the 1970-71 school year).

The most evident change in the Shoshoni school system might be seen in terms of its building program. The sizable oil production in the fifties and sixties permitted an energetic school building program to take place. With eight of the ten largest taxpayers in the district being oil and gas companies, building projects could be planned and completed with sufficient tax base to finance construction costs. Of the ten schools within the county boundary, four of the seven elementary schools, both of the junior high schools and the senior high school have been constructed within the past fourteen years. Of this number, four of the schools have been built in the past eight years during the administration of the current superintendent. The recent school constructions have provided opportunities to team teach and non-grade certain aspects of the academic programs.

The school administration considers its program for educational planning to be progressive but not aggressive. They want other school districts to try the new ideas and test their worthiness before the Shoshoni schools attempt a change. The school district's position of "let's make sure before we leap" is reflective of community attitudes and probably has helped to gain citizen support for bond issues. According to the state's needs assessment, half of the teachers in the district felt that their opportunity to influence district-wide or school-wide innovations was inadequate. The teachers' desire to innovate and try new practices might be seen in their response to several questions. Fifty percent of the teachers favored

T.V.; 48 percent were in favor of team teaching. Eighty seven percent were in favor of some form of individualized instruction, and the use of flexible scheduling was favored by 55 percent.

The school district has in operation a Teacher Leadership Program that provides an opportunity for teachers to earn additional money during the school year through participation in a particular program of activity. Leadership funds are given to those teachers who wish to pursue developmental implementation of innovative ideas. Examples of teachers'activities and study are: development and implementation of individualized instruction in the area of math at an elementary school; implementation of a behavior modification program in the reading program at another school; development and implementation of the new (to the school) McGraw Hill Programmed Reading system for grades one and two in still another elementary school; development and implementation of an individualized math program for grades seven and eight in the Junior High School; development of an experimental modified schedule at the Junior high school; and so forth.

Teacher efforts to improve their respective programs are not limited to participation in the Leadership Development Program. The administration encourages each teacher to improve himself professionally and to upgrade classroom procedures. Within limits, established by budget designations, teachers are permitted to travel to other districts to view and study innovative practices in operation. The district office also maintains a current library selection of recent materials on innovative and current practices.

Shoshoni School District has been the most favorable of the nine school districts for the field agent to visit. His success in gaining access in this district may be traced to a number of school factors such as the relatively innovative nature of the assistant superintendent, the good morale that exists among school personnel, and the distance of the district from the large urban areas of the Washo Front. With the district staff indicating that the agent could contact school personnel as needed, meeting with school personnel and stimulating requests has been relatively easy and rewarding. Not surprisingly, most of the field agent's interaction with clients has been with teachers, although his direct help to the assistant superintendent on a number of "key problems in the district" has helped to enlarge his prestige in the school system. The field agent has spent considerable time with clients in the Jasper Junior High School, which represents teachers at a level with his own most recent status in education. About nine months after beginning work, the field agent had visited the Shoshoni School District approximately 25 times. Twenty-two percent of his requests in the district came from the Jasper Junior High School.

Obviously, the ability of a field agent to sustain a monthly flow of requests is due to the relationship established with clients. This relationship, a combination of rapid return of information on requests, and frequent face-to-face contacts, has resulted in a high degree of agent/client confidence and rapport. In a personal survey by the field observer of a number of teachers in this district, it was found that more teachers would contact the field agent when they needed information on a particular subject than any other source, including the district office, regional education service center and SEA.

Specific Client Contacts in the Shoshoni School District

The field agent has been careful to approach clients through the proper channels in each school district. In the Shoshoni School District, the agent received an open welcome to visit any of the schools as long as the principal was informed of his visit. Principals were contacted through a district administrators' meeting and the agent was permitted opportunity to explain the program and express his desire to visit each school. The principals were supportive and the agent has visited each of the schools in this district frequently. The superintendent has not required any formal announcement of visitations or of visitation results.

Field Agent/Assistant Superintendent Contacts

An initial contact with the assistant superintendent resulted in a personal exploratory request for information on a paper required for a term project in a graduate class. The information given to the assistant superintendent, a relatively young man who is somewhat reserved but interested in new ideas, was helpful to him in completing his assignment and resulted in other requests. His interest in innovation is tempered by the community attitude that change must not be rapid, but well-planned and tested. The assistant superintendent states that the district's philosophy is to "think progressive, not experimental." "Many of our new ideas," remarks the assistant superintendent, "are from added staff members and not from the administration."

The second request from the assistant superintendent was for information on the middle school concept. The district had undertaken a study of whether a six through eight grade middle school was better than a seven through nine middle school, but the district office had difficulty gathering current research on the subject. The assistant superintendent remarked that he could not spend the time researching the subject and asked the field agent to help him. The results of the agent's efforts can best be summarized by a quote of the assistant superintendent who said, "The material Norm collected got the middle school research all done for me." The assistant superintendent was so elated that when the field observer visited him he pulled out the file of material collected by the field agent and commented, "This is going to save me a lot of time. When we go to the school board to present the various aspects of the problem we will have facts and figures for good educational decisions. It is also good to be able to plan ahead."

During this conversation the assistant superintendent commented that the school district's goal was to progress to instruction that is individualized. He stated, "We want the bell curve and the percentage grades out. (The field agent) can tell us what has been done in the area of individualized instruction. As far as (the field agent) is concerned, when there are programs that need additional study or researching, he can do it."

The third request for help was to assist the district office in negotiations with teachers. At the first meeting with the teachers, the administration indicated that they would negotiate on any item that could be proven to be beneficial to students. The assistant superintendent remarked,

> We used (the field agent) to provide information to back up either the teachers or administration. After each meeting we would ask (the field agent) to provide us information on particular teacher requests. For instance, the teachers requested a lower teacher/pupil ratio so we had (the field agent) provide us with data on the effect of varying pupil/teacher ratios on student achievement.

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In conclusion, the assistant superintendent remarked, "We got through teacher negotiations last year better than we ever did."

To better define the role of the teacher aide, the field agent was asked by the district office to locate material that might be useful in writing job descriptions. The assistant superintendent remarked that the PREP kit the field agent brought to them on teacher aides was very good and helped them considerably in preparing the job descriptions.

As mentioned above, the district provides an extensive leadership program for teachers. Interested teachers may submit an innovative proposal for improving the instruction of students to the district office each year. Those teachers who have proposals selected for study and implementation are provided with extra money to work on the special projects. The assistant superintendent indicated that,

> We don't want to waste time on projects in which there is a likelihood of results that are non-validating. In the Project Guide we now request that each teacher utilize the services that (the agent) can provide to document research on the program being studied. (The agent) has really helped in this area.

In the Project Guide, reference is made to the field agent and his role in providing research required to study the proposed problem.

Field Agent/Elizabeth Brown Contact

Elizabeth Brown is a teacher in the Clinton New Life Center for educably trainable children. Her task in this position has been difficult because she was not trained to work with retarded children, and when she started at the school no special materials were available to her. Mrs. Brown is a very sincere individual and eager to do a credible job with her students. She is receptive to suggestions and will purchase material from her own pocket if she feels that it will help her students.

The first contact with the school by the field agent was initiated by Mr. Claud Wilson who works in the Beaver Service Center. A consultant for special education, he has worked frequently with the teachers at the New Life Center. Mrs. Brown asked Mr. Wilson for information on academic record keeping. He went to the agent for assistance and the agent was able to locate suitable study material. Mrs. Brown became very interested in the information that pertained to record keeping systems and incorporated a number of the ideas in her teaching.

Mrs. Brown's second request for information was rather urgent as she was given charge of a blind student who was not retarded and needed creative learning opportunities. She asked the field agent for some ideas on creativity. The field agent supplied her with a PREP kit on creativity. This material was very helpful but did not answer her questions concerning creative activities for the blind. The field agent immediately contacted the retrieval supervisor in the SEA, and she referred him to the program for the blind at a State College in a neighboring state. The field agent wrote to the college and within three days Mrs. Brown had received correspondence which, according to her, "was filled with great ideas."
Mrs. Brown remarked that in the letter sent to her the name of the field agent was given and that they were sending the material at his request
The material she received from the college was the following:

> "Vocational Rehabilitation of the Disabled Disadvantaged in a Rural Setting" (U.S. Dept. of HEW);
>
> Material for a beginning teacher;
>
> Penn State University "Recipes for Finger Painting, Clay, Sawdust Media;"
>
> Bibliography of books on child development.

The field agent also gathered summary material for Mrs. Brown on reading readiness for the culturally deprived, and an article made reference to a kailescope Reading Series. She purchased the series and two of her students are now programmed in this material. The article also recommended the "Animal Crackers in My Soup Series." The district purchased this series and three students are working with the material.

The next request by Mrs. Brown was for material on low level mathematics for younger students. In the material collected by the field agent for the client was a recommendation to use an arithmetic resource for readiness experiences in the kindergarten. Mrs. Brown ordered the material and reported,"It is excellent and works for me."

There was also a reference in a footnote of the teachers' guide to an elementary mathematics book written by a professor at one of the state's universities. She asked the agent to see if he could secure this book and the agent traveled to the university where he was able to secure a copy of the author's text entitled "A Child Goes Forth." Mrs. Brown noted that this book was very useful in the classroom because of the creative experiences that were recommended for children. Of special note was the cooking experiences for the younger student which helped them with simple mathematical principles.

Mrs. Brown was interested in receiving a master's degree in the field of handicapped children, and therefore requested from the field agent any references regarding possible study in this field. The material was secured and she has filed for future reference. Further, Mrs. Brown had attended the State University for a summer session in the previous year. While there she learned that a thesis was underway entitled "Teaching Survival Words to the Handicapped." She asked for a copy but the chairman of the committee would not let her have it at the time. The particular value of this survival word list is that it is written in song form. She then asked the field agent to try to get the material, but he had no success either. His comment to Mrs. Brown was, "I'm trying to get it and as soon as the thesis is released, I will get a copy for you."

Mrs. Brown has commented that the field agent's efforts to help her were good and that his follow-through was excellent. The director of the center indicated that the field agent's service to Mrs. Brown has improved her effectiveness tremendously.

There is some evidence that the resource material brought to the schools was shared with other teachers. A teacher from an elementary school met Mrs. Brown at a school meeting and stated, "How about letting me take your packet on accountability, and I will let you borrow mine on individualization?" She further remarked that, "A lot of us share (the field agent's) materials among the teachers."

Field Agent/Jasper Junior High School Contacts

Jasper Junior High School is considered by the assistant superintendent to be one of the most innovative schools in the district, while less than one mile away the senior high school is considered to be the least innovative school. Interestingly enough, the field agent received numerous requests for service in the junior high school and very few requests in the senior high school. In this particular district it became apparent that the tenor of an individual school regarding change is established by the principal.

The faculty's perception of the principal at the junior high school is a favorable one. The faculty has frequently commented that he will vigorously support their desire for educationally sound innovations. The observer's conversations with the principal attest to this willingness to explore new ideas with his faculty. Further, the principal remarked that the field agent had been a big help to his faculty and that he is welcome to come and go in the school as he pleases. The success of this open door attitude was observed during one trip of the field agent. During the three hour visit, the field agent met with two teachers to deliver abstracts on subjects that they had wished to pursue, talked to another teacher about the abstracts which he had received two weeks earlier, met a teacher in the hallway who had asked him about an earlier request that had not yet been delivered, dropped in to chat with the science team about their forthcoming visit to two schools in the Rocky School District, and then ate lunch with the principal and a group of teachers (the main topic being fishing in the Shoshoni Mountains).

A science team also utilized the services of the field agent extensively. Three years ago,the three-man science department at the junior high school decided to individualize their science offerings by a non-graded approach. One of their first requests of the field agent was for information about schools that might be engaged in the same type of individualized program. As stated by the team leader, "The agent's information told us that what we were doing seemed to be educationally sound, and this has encouraged us to continue with more confidence."

* * *

In summary, it may be observed that the field agent has had considerable success in his relationships with the clients mentioned in this case study. It should be understood that the field agent's contacts within this district were not limited to only those mentioned in the study. A number of contacts were made with other teachers and the cases mentioned here are only illustrative.

FIELD AGENT C-3

FIELD AGENT ACTIVITIES IN WALAPAI SCHOOL DISTRICT

This case study, depicting the activities of the field agent in a target area located in a western state, is designed to provide information regarding the response of a school district to information dissemination and its utilization. This study will focus on the influence of administrators on a school district's openness to change, and the attitude of one principal to the value of the dissemination program and the work of the field agent.

The Walapai School District was selected for study for the following reasons:

1. Lack of Field Agent Success. While the field agent initiated numerous contacts with the school district, he felt that his efforts had little effect upon solving problems or influencing behavior.

2. Administrative Control. The school district operation in all areas (management, curriculum, instruction, etc.) is influenced by the direct supervision of the Superintendent. His behavior has district-wide effect upon the ability of the schools or teachers to accept and place into practice new ideas.

3. School District Size and Population Characteristics. The school district is representative of other rural school districts in this section of the state. The county is large in size, but schools are relatively small in number of students and teachers. Walapai City,

the county seat, has a population of only 1,000 people. Family income is low and the majority of school patrons live on farms and ranches. Because much of Walapai County is federally owned, the principal industry is raising livestock which graze on the government lands. Additional sources of income result from the marketing of honey and the cutting and sale of timber. Oil wells have been drilled and some speculation exists that the county may be potentially rich in oil reserves.

The 1970 census placed the population of Walapai County at 7,290 individuals. The county area includes 3,266 square miles of which 435,394 acres is considered Indian lands and 739,053 acres is forest reserve. The average income (non-agricultural) for 1969 was $420 on a monthly basis. This compares with a low of $322 in the state and a state high of $502. In 1969 the school population was composed of 2,432 Caucasians and 158 American Indians. Eleven students were of Spanish-American heritage.

The Walapai School District has a total student enrollment of 2,730 individuals which represents approximately one-third of the total population of the county. There are 104 teachers in six elementary schools, one junior high school and two high schools. The district staff includes 13 individuals. Of primary importance is the superintendent, assistant superintendent, and two curriculum supervisors (elementary and secondary).

The Walapai schools have changed moderately little over the years. In part, this may be due to a deficit that the current superintendent experienced in the budget when he assumed leadership a number of years earlier. A new vocational technical facility does exist at the high school. This facility provides for training in art, mechanical drawing, business office practice, and automobile repair. A number of Indian students are enrolled in the vocational education program. Data on the results of training are limited due to the brief existence of the program.

Upon appointment by the regional Council of Superintendents (representing nine districts) to become the state dissemination field agent for the region, the field agent concentrated early efforts in the Walapai School District. The field agent, in an appropriate manner, contacted each Superintendent prior to entering the district and established a method of operation. The Walapai Superintendent indicated a desire that the field agent always let him know when he was in the district visiting schools. The field agent complied with this request, although the Superintendent rarely felt the need to talk to him when he stopped by the office.

With the permission of the Superintendent and principals, the field agent began meeting with individual school faculties early in the project. With the exception of one elementary school, the agent was able to contact all teachers about the value of the program within a six month period. The principal of the elementary school remained somewhat indifferent to the agent's work and was reluctant to schedule a faculty meeting for the program's implementation. One teacher, however, heard of the program from a teacher in another school and phoned the field agent for assistance with her elementary classroom. He was able to provide her with ERIC abstracts which she felt were helpful to her. On the whole, the principals in the district were friendly to the field agent and he visited their schools a number of times.

While access to schools appeared to be open, the field agent felt considerable concern that all teacher requests for assistance was obliged to go through the office of the superintendent. This line of operation has not always occurred, however, as often teachers made an oral request to the field agent when he was visiting the schools. If the field agent felt that he could easily handle the request, he did not refer it to the Superintendent. The field agent believes that the strict administrative control over the district, however, limits his opportunity for problem-solving efforts. Often a problem may exist, but concern by teachers and administrators that requests for change will be vetoed curtails much enthusiasm for new ideas that might exist.

On several occasions the Superintendent has "slapped the hands" of service center personnel in the Intermediate Service Center. As one of the center curriculum specialists remarked:

> The superintendent sits very tightly on top of everything. When a teacher asks us for help, the superintendent says, 'Why do you want them?' He overdoes the negative feelings about us...You can only help teachers in that district with a request from the superintendent. I was in Walapai elementary once without his (the Superintendent's) express permission and really got chewed out.

It has been pointed out by service center personnel that in general the curriculum consultants for the Walapai School District feel threatened by outsiders. They attempt to give the impression (especially to the Superintendent) that they can handle all of the curriculum needs of the teachers. Accordingly, the field agent has remarked that, "Until the superintendent releases his authoritarian control, this will be a tough district for technical assistance to crack." On another occasion the field agent remarked: "I never know where I stand with the superintendent. I think that I am getting along with him and then I find out that he is upset with me over something."

About eight months after the beginning of the Pilot State project, the Superintendent had a heart attack which left him unable to work for a number of months. During this period of time the field agent's services were minimal because of lack of district direction in the absence of the Superintendent. Later, the field agent was in the district and went by the district office to check in with the Superintendent. The field agent met the Superintendent on the steps of the building and the following conversation ensued:

Field Agent: How are things going, Frank?

Superintendent: Oh, okay--Have you received any requests lately?

Field Agent: No, and I'm kind of worried about that.

Superintendent: Well, you had better not have received any because I have only signed one request coming across my desk.

Field Agent: Yes, that's all I have received lately is one request

Superintendent: Well, that's good. We don't need you as we have our own district staff to handle our problems.

The field agent was very upset over this exchange of comments. He remarked, "Frank questions every request by teachers. Teachers just don't want to mess with a bad situation."

One of the first schools contacted by the field agent was the Walapai Elementary School. The principal is relatively young, and the field agent considers him to be one of the more progressive administrators in the school district. The principal had applied for this particular principalship a few years earlier and had been refused. When the principal who received the position resigned after a short tenure, he applied again and was accepted. That was one year before the field agent began working in the district.

Early in the fall semester when the observer visited the school (the field agent had met with the elementary principal on three or four occasions previously), the principal was very nervous and concerned about what I thought of his school. I remarked about the "plushness" of his office in a joking manner, and he was very defensive. It became obvious that the principal had to be handled very carefully in terms of his sense of security in the position.

The field agent commented that he felt that he could have been more successful with the principal if he would have known what the dissemination program could do and what it could not do. Early in the semester, the principal asked the field agent to work with a new remedial teacher. The principal wanted the teacher to operate innovatively, that is, outside the context of what was normally expected of a remedial teacher. The observer (a local professor of education) attempted to supply input for the teacher, but within just a few weeks of the opening of school she made a request for release of assignment. Apparently, the small rural community did not appeal to her and she wanted to return to a nearby city as soon as possible. Her request was granted and the young lady departed, leaving the field agent "stranded on a mud bank" because the new person hired was not trained for the position and the principal was disenchanted with further efforts on what was to have been a unique idea.

The field agent felt that he might have been better help in this situation if he had been able to provide the first teacher with more relevant material and at a more rapid delivery rate. He felt that the problems inherent with a new program caused part of the difficulties. At this particular point, the principal felt that the program was not going to be very helpful.

During the next year, the field agent made a number of attempts to meet with the faculty of this elementary school, but with considerable difficulty, partly owing to the principal's lack of interest. A meeting was scheduled though in the late fall, and the field agent was able to discuss the program and its improved merits, namely, more information and quicker turn-around time. As a result of this meeting, five requests were generated for information. These requests did not result in major school change, however.

The principal is perceived by the field agent as being interested in changing certain aspects of his program, but not at the expense of confrontation with the Superintendent who strongly controls program change in the school district.

Observations of the Walapai School District and the Walapai Elementary School in particular indicate that program changes are firmly in the hands of the Superintendent. As change will normally only occur at this level, the field agent has had difficulty in providing helpful assistance to subordinates. The field agent's most feasible method of operation in this district would be with the Superintendent; however, the Superintendent, due to numerous reasons (lack of involvement with the Intermediate Service Center, extended illness, and personal administrative traits), has not extablished any personal or professional involvement with the field agent. As long as this condition continues it will be extremely difficult for the field agent to achieve any noticeable success other than delivery of requested materials.

At a meeting of the nine county superintendents several months after the fall meeting with the elementary teachers, it was encouraging for the field observer to hear the superintendent of the Walapai School District remark favorably on a presentation that the field agent had made earlier to the group. The total group of superintendents was impressed, which would indicate that the agent has established some expertise and confidence (as compared with a year ago) in dealing with those in superordinate school administrative positions.

APPENDICES

APPENDIX A

REQUEST FOR PROPOSAL FOR PILOT STATE PROJECTS

U.S. OFFICE OF EDUCATION
OFFICE OF INFORMATION DISSEMINATION

Specifications for the Pilot State Dissemination Program

1. Background

The Pilot State Dissemination Program of the Office of Education is designed to assist State education agencies to accelerate the improvement of educational practice and the installation of tested innovations and programs by local school districts.

The idea behind this Program is simple: without a chain of interpersonal communication links through which validated information can pass effectively, major educational improvements, no matter how well tested, generally will not become widely known or adopted. The Office of Education wants to assist several SEAs to develop some pilot approaches designed to test ways of helping local school personnel to learn about, choose among, and, if appropriate, adopt or adapt tested educational innovations. The pilot efforts will represent ways of maximizing interpersonal communication as means of effecting educational improvement.

Federal funds are to be used to strengthen, coordinate, and supplement current SEA activities in diagnosing local educational problems, developing alternative means for resolving them, and adapting and installing the needed improvements. Generally this will involve various combinations (depending upon the problem and the local setting) of (1) assisting school personnel in defining and analyzing the school's problem; (2) applying appropriate information and resources (data, research documents, evaluations of practice, information analyses, consultants, and the like); (3) developing alternative solutions to the problem; (4) developing a strategy for testing, adapting, and installing the 'solution' selected by the local education agency; and (5) arranging for necessary follow-up services to ensure successful implantation of the new program.

2. Structure

The basic structure for providing local school assistance is seen as the Program Team, consisting of the following elements:

A Director, located in the SEA, at a level where he can be assigned authority to draw upon consultants within the agency as needed, and coordinate the Team's efforts with related SEA programs.

Reference and Retrieval Staff, a two or three-person group, reporting to the Director, and responsible for providing information required by Team members in assisting local schools.

Field Agents, who live in the target school areas and provide daily change-agent or technical assistance support to their client districts.

Consultants and experts, drawn from the SEA, colleges or universities, and innovative school districts, who will be requested by the Field Agents to assist in solving specific problems identified by local schools.

For the initial effort under the Pilot State Dissemination Program, the Office of Education plans to fund three 2-year developmental and pilot projects in three State education agencies. Projects will be funded on a joint-support basis, with Federal dissemination funds supporting most of the first-year costs. Second year funding levels and ratios for each project will depend upon results of the first-year efforts and SEA proposals for continuation and modification of the activity. Assuming successful completion of the second-year effort, the Office of Education will consider support of a final year at up to 50% of that year's cost. By the end of the third year, successful dissemination practices developed through the Program are expected to become standard SEA operations.

3. General Requirements

(a) A qualified Program Director will be named who will devote full-time to heading the State Pilot Dissemination Program Team. The Program Director must be part of the SEA staff, should be an exceptional manager of resources, and must have necessary authority to secure the services of other experts consultants and related resources in the SEA as he needs them for the work of the Program. It is preferable that the Program Director either report directly to the Chief State School Officer or to an executive who reports directly to the Chief.

(b) The Program Director will supervise the work of the Reference and Retrieval Staff (or whatever name may be given the information resources component of the team), consisting of a head, with experience in reference and retrieval work and knowledgable about sources of educational information (e.g., ERIC, etc.), and who may be assisted by a junior professional person and a secretary or clerk. This unit would have a complete ERIC collection, reference materials, indexes to current materials, PREP kits and the like and be the depository of all OE dissemination materials. The holdings would be enriched by descriptions of exemplary programs within the State and by referral lists of SEA consultants and specialists from colleges, universities, and schools in the State or nearby who could join a team to assist a school with a specific problem.

(c) The Program Director will also supervise the work of Field Agents, who may be SEA staff stationed permanently outside the SEA or on the staff of a local or regional education agency, Title III project, or information service who have been hired fulltime for the pilot program. Each Program Director will hire his own Field Agents, who with him and the Reference and Retrieval Staff will constitute the fulltime staff of the Pilot State Dissemination Program Team. There should be at least two target areas in the State, each served by a Field Agent to permit some variation in 'treatment', to allow comparisons of different approaches, and to rule out a 'single personality' effect in judging the value of the effort.

(d) At the beginning of the three projects and periodically during their course, training workshops will be organized for all Program Directors and Field Agents as well as for other staff the SEA may wish to participate. SEAs will be expected to release these personnel for periods of up to a week at a time for this special training. After the start-up training session, requiring perhaps a week, approximately three 3-day sessions will be held in the first year of the projects. Training will be conducted by an outside group working under a contract with OE. Travel and expenses for all participants will be borne by the training contract.

(e) SEAs will be expected to develop exemplary information resources for use in the Program. Costs may be borne by the SEA or partially supported by Federal funds for the Program. Information resources should include:

(1) an ERIC collection -- OE dissemination program funds would pay to establish the collection of existing materials, and the SEA would maintain the collection and keep it current from other funds -- either Program funds or other Federal or State funds could be used to acquire microfiche readers, a fiche reader-printer, or a fiche-to-fiche reproducer;

(2) an indexed file of descriptions of exemplary programs throughout the State, developed under SEA authority and established reporting procedures. (Sites visits to validate claims of success would be charged to Program funds and State resources used to edit and index the descriptions);

(3) referral lists of consultants and experts. The SEA could survey its own staff and identify their unique skills; Program funds could be used to do the same for college, university, and school personnel identified as unusually competent in helping install educational improvements;

(4) collections of indexes and catalogs of exemplary programs and instructional materials.

OE-sponsored training will be provided to help SEA survey the skills available for their use, and become knowledgeable about ERIC and other information sources.

4. Mode of Operation

Although each Dissemination Program Team and Field Agent may be expected to operate differently, the general operation of the three Programs may be expected to follow a common pattern.

As part of its proposal, the SEA will have identified criteria to be used in selecting the geographic target areas for treatment in the project and will have formulated guidelines for determining priority subject areas for technical assistance. By the opening of school, September, 1970, the program staff will have been recruited and received its first training course, will have made selection of the specific areas to be served and priority topics (if any).

The staff will have also established communication and an understanding with relevant SEA staff and developed an inventory and analysis of the range of information resources, consultants, and experts available to them both within the SEA and elsewhere. The Director will have briefed all top SEA staff and will have held orientation sessions with all professional SEA staff. A round of visits with educators in the target areas will have begun or been completed. A publicity campaign will have been launched in the target areas, or more broadly if the SEA prefers to provide some services outside the target areas.

In September the Field Agents start visiting selected school districts in their areas to develop rapport and to begin providing services. These visits may be expected to generate additional requests for help. A good number of the requests will probably be answered satisfactorily by a search of ERIC files for published information or by referring the requester to other information sources. Others might require the Field Agents to visit the school to assist in analysing the problem more thoroughly before reporting back to the Project Director. Perhaps the Field Agent is able to bring together from his own area talents needed to resolve the problem.

Still other requests may be more complex and require a team of specialists to provide needed help. These requests would be sent to the Program Director who, with the help of the Field Agents, will assign priorities, determine the resources and talents needed to respond, arrange for these resources to be available at the problem site, monitor the results of the Team effort, and obtain feedback from the requestor. The help may take the form of a specially assembled team of specialists from the SEA or from the resource file who visit the site for several days and provide subsequent follow-up. Assistance might range from providing information on inservice training materials and help in designing a proposal to establish a reading clinic to installing an individual instructional system in a school. Short-term training courses could be organized and taught by resource persons.

In the early stage of the project, efforts should be made to generate a range of requests from local schools. Some requests may call for resources beyond the capacity of the Program Team to respond, and the requestor would have to be turned down. By encouraging a variety of different types of requests, however, the SEA will be able to obtain valuable input for planning future dissemination programs that relate to needs of local education agencies.

5. Evaluation

The three SEA projects to be funded will be studied concurrently during the first 18 months of operation to discover what techniques work best and how such efforts can be improved. This work will be conducted by an outside group working under USOE contract.

6. Funding and Scheduling

The portion of the total cost of each program to be supported by Federal Pilot Dissemination funds will vary between $50,000 and a maximum of $100,000 in the first year. SEA's should examine the possibility of using other Federal funds, perhaps Title III or V, to support part of the SEA portion of the total program cost. Proposals must be received in the Office of Education by May 1, 1970; following review and negotiation, contract awards will be made between June 15 and June 30, 1970.

7. Review Criteria

Proposals received from SEAs for the Pilot State Dissemination Program will be reviewed and evaluated on the basis of the following criteria:

a. Technical adequacy of the plan of operation, including evidence of appropriateness of the work plan to conditions within the State; explicitness of rationale and criteria for selecting target areas and priority topics (if any); SEA's specifications for Program staff jobs; relative importance given to various phases and activities proposed; timing and sequencing of events; strategies to be used in soliciting requests and in developing local support; and procedures for measuring information needs and obtaining feedback from the client groups.

b. Capability of the State education agency as indicated by: the inventory of staff talents and other resources to be available to the Dissemination Program Team; current SEA activities related to local problem-solving; explicit SEA policy on dissemination and consultation; existing legislation, executive orders, or other mandates or endorsements for SEA acceptance of the proposed role.

c. Commitment of the State education agency as indicated by: a plan to incorporate dissemination services into the continuing operation of the agency, both administratively and financially; allocation of current staff and other resources to the project; and the position of the Program Director in the SEA hierarchy.

d. Capabilities of key Program staff as indicated by: experience, education, and other qualifications of the Program Director (who must be named in the proposal) and by specification of required competencies and levels of experience for other personnel to be hired; their ability to operate in a 'service' or technical assistance capacity; demonstrated knowledge of local school problems.

e. Economic efficienty (cost vs. likely benefits) as indicated by: proposed allocation of dollars to specific steps in the work plan or functions to be performed; and total cost as compared to alternative proposals to provide equal or comparable services.

APPENDIX B

INSTRUMENTS USED IN EVALUATION

QUESTIONNAIRE FOR CLIENTS OF THE SERVICE

THE STUDY OF THE PILOT STATE DISSEMINATION PROGRAM

Retrieval Dissemination Center
[redacted] Board of Education

and

Bureau of Applied Social Research
Columbia University

Dear Sir:

A few weeks ago you were given some information or assistance as part of a new information dissemination project operated by your State Education Agency. Because this is a new service which is still in an experimental phase, we would appreciate your taking the time to tell us about your experience with the service and your opinions of it.

The program is being operated on a trial basis in three states–Utah, Oregon, and South Carolina–with funds from the U.S. Office of Education. A research team at Columbia University, also supported by the U.S. Office of Education, is responsible for conducting an independent evaluation in order to improve the service. Your questionnaire will be processed by the research team, and the results will be fed-back to your State Education Agency. However, your responses will not be identifiable by name and will be treated only statistically. Each respondent, therefore, will remain anonymous.

We would appreciate your filling out the questionnaire with reference to the information or assistance that you received on:

If you have not yet been able to determine the value of the information or assistance, *please save the questionnaire and fill it out when it is possible to do so.* The questionnaire should take 10 to 20 minutes to complete. This questionnaire is self-mailing. (See instructions at end of questionnaire.)

Thank you very much for your cooperation in helping us to improve this important service for educators.

Very sincerely,	Very sincerely,
Sam D. Sieber	[redacted]
Sam D. Sieber Project Director Evaluation of Pilot State Dissemination Program	Project Director Pilot State Dissemination Project

OE Form 120   O.M.B. No. 51-S71043   Approval Expires: 5-31-72

MOST QUESTIONS CAN BE ANSWERED WITH A CHECK MARK.

PLEASE WRITE ON THE BACK OF PAGES IF MORE SPACE IS NEEDED.

1. What was the concern or problem that led you to request information or assistance? 18:

20:

2. How **pressing** was the need or problem when you requested help?

1 ___ Very pressing 2 ___ Somewhat pressing 3 ___ Not pressing 22–

3. Did you request the information or assistance as part of an **on-going** project or experimental program?

1 ___ Yes 2 ___ No 23–

4. Did anyone suggest that you look for the information or assistance that you requested, or was it your own idea?

___ Someone suggested it 24–

(Who? Please give the position: ________________________________) 25:

___ It was my own idea 27:

5. How did you go about making the request – **whom** did you contact; **how** did you contact him or her; and what **problems** arose, if any?

Whom contacted: ________________________________ 29:

(position)

How contacted: *(e.g., by mail, phone, personal visit)*

31–

Problems in making request, if any:

32:

6a. About how long did it take for you to receive information or personal assistance after you made your initial request on this topic?

___ days or ___ the same day 36–
(no.)

b. In terms of your needs, would you say that this was:

1 ___ too long 2 ___ a reasonable length of time 37–

7a. What form did the response to your initial request take? *(check all that apply)*

___ PREP kit ___ book(s) 38:
___ abstract(s) ___ consultation or personal assistance 40:
___ article(s) ___ other (what?________________________ 42:
___ microfiche ________________________) 44–

b. **IF RECEIVED ARTICLES OR ABSTRACTS:** Were any of these in the form of:

___ PET (Packet of Educational Topics)
___ CAP (Current Awareness Profiles) 45:
___ CAT (Catalog of Computerized Searches)

8. Based on the initial response to your request, did you then make another request on the same topic?

1 ___ Yes 2 ___ No 48–

IF YES: a. Why did you make another request? 49:

b. About how long did it take for you to receive a response this time?

___ days or ___ the same day 51–
(no.)

c. What form did the response to your second request take? *(check all that apply)*

___ PREP kit ___ book(s) 52:
___ abstract(s) ___ consultation or personal assistance 54:
___ article(s) ___ other (what?________________________ 56:
___ microfiche ________________________) 58–

d. **IF RECEIVED ARTICLES OR ABSTRACTS:** Were any of these in the form of:

___ PET (Packet of Educational Topics)
___ CAP (Current Awareness Profiles) 59:
___ CAT (Catalog of Computerized Searches)

e. Did you make any additional request(s) for information or assistance on the same topic?

1 ___ Yes 2 ___ No 62–

IF YOU RECEIVED ANY PRINTED INFORMATION OR MATERIALS, answer question 9;
IF NOT, check here ___ and skip to question 10. 63–

9a. Did you **talk about** any of the contents with anyone?

1 ___ Yes 2 ___ No (**IF NO:** skip to question 10) 64–

b. With whom did you talk about it? *(check as many as you wish)*

1 ___ [redacted] or [redacted] (Field Agents) 65:
2 ___ District representative for State Dissemination Project
3 ___ Member of the State Board or Department of Education 67:
4 ___ Classroom teacher(s)
5 ___ Principal or assistant principal 69:
6 ___ Supervisor in your agency
7 ___ Superintendent 71:
8 ___ Staff members responsible for curriculum and instruction
9 ___ Student(s) 73:
10 ___ Parent(s)
11 ___ School board trustee(s) 75:
12 ___ Staff of schools other than your own
13 ___ Other (please specify position): ______________________________ 77–

c. Was your conversation(s) **helpful** to you in any of the following ways?

(If you checked more than one in **part b** above, use the **numbers** in part b to identify below the persons with whom your conversation was helpful.)

___ Understanding the information, interpreting its meaning 18:

___ Evaluating the information, judging its worth or reliability

___ Seeing the relevance of the information to my situation 20:

___ Planning to use the information, deciding how to apply it

___ Utilizing the information, actually using it in my work 22:

___ Other (in what way?) ______________________________ 25–

___ MY CONVERSATION(S) WAS NOT PARTICULARLY HELPFUL

d. Do you think that your discussion was helpful to the **other** person (if more than one person, was it helpful to any of them)?

1 ___ Yes 2 ___ No 9 ___ Can't judge 26–

e. Did you **give or loan** any of the information or materials to anyone?

1 ___ Yes 2 ___ No (**IF NO:** skip to question 10) 27–

f. To whom did you give or loan it:

____ 28:

(Position(s) – use numbers for categories in question 9b above)

g. Do you think that the information or materials was helpful to the **other person**? (If more than one person, was it helpful to any one of them?)

1 ___ Yes 2 ___ No 9 ___ Can't judge 30–

10. Educational ideas may or may not be based on **research.** Is it your impression that most of the information or materials you received was based on:

1 ___ Good research 3 ___ Don't know if good or poor research

2 ___ Poor research 4 ___ Don't know if based on research at all 31–

11. How about the practical value of the information or assistance?

	Information (abstracts, articles, packages, etc.)	Personal Assistance (of information agent or other consultant)
Very useful	1 ___	1 ___
Moderately useful	2 ___	2 ___
Only slightly useful	3 ___	3 ___
Not useful	4 ___ *	4 ___ *

32:

***IF NEITHER** INFORMATION NOR ASSISTANCE WAS USEFUL, skip to question 14.

12. Please describe **in as much detail as possible** the actual use you made of the information or assistance. 34:

13a. Perhaps there were additional ways in which the information or assistance helped you. Please look over the following list and indicate whether or not you benefited in **each** of the ways specified. (Please check each item.)

	Yes	No		Yes	No	
						38:
a. It improved my skills	___	___	i. It helped in developing instructional packages	___	___	40:
b. It helped in preparing a speech, report, or article	___	___	j. Pupil discipline was improved	___	___	42:
c. It made my job easier	___	___	k. It helped with an administrative problem	___	___	44:
d. Pupils learned faster	___	___	l. Pupils learned new information or skills	___	___	46:
e. It helped with curriculum development	___	___	m. Other school or agency personnel appreciated me more	___	___	48:
f. It helped me to have greater self-confidence	___	___	n. It gave me new resources for helping other staff members	___	___	50:
g. I learned something new	___	___				
h. It helped with pupils' emotional growth	___	___				
	1	2		1	2	

b. Which of the above benefits were **most** important? 52:
(Please write in **no more than three**, using the letters above.) 54:
56:

___ ___ ___

14a. The following is a list of problems that may have arisen with **any** of the information or assistance which you received. Please check any of those which you experienced.

	Information (abstracts, articles, packages, etc.)	Personal Assistance (of information agent or other consultant)	
It was not **relevant** to my problem or need	___	___	58:
It was not **specific** enough	___	___	60:
It did not provide **guidance** for implementation	___	___	62:
It was not **comprehensive** enough	___	___	64:
It did not tell me anything I did not **already know**	___	___	66:
It was too **complex** or **technical**	___	___	68:
It would be difficult to **implement in my school or agency**	___	___	70:
Have not had enough time to determine its value	___	___	72:
HAD NONE OF THESE PROBLEMS	___	___	74:

b. If you checked any of the above problems, would you please explain your response in as much detail as possible?

76:

15a. If you had any contact with [redacted] or [redacted] please rate the individual on the following items. (If no contact, check here ___ and skip to question 16.) 18–

	Excellent (highest rating) 5	4	Fair 3	2	Poor (lowest rating) 1	Can't judge because did not occur	Don't recall	
Ability to explain clearly the purpose and services of the information program	___	___	___	___	___	___	___	19–
Initial understanding of the problem or need which I presented	___	___	___	___	___	___	___	20–
Further specification, analysis, or diagnosis of my problem or need	___	___	___	___	___	___	___	21–
Ability to communicate in general	___	___	___	___	___	___	___	22–
Helpfulness in interpreting the materials or information which I received	___	___	___	___	___	___	___	23–
Availability when I wanted to see him	___	___	___	___	___	___	___	24–
Expert knowledge of the problems and concerns of education	___	___	___	___	___	___	___	25–
Understanding of his role or job	___	___	___	___	___	___	___	26–
Helpfulness in implementing or installing a new practice	___	___	___	___	___	___	___	27–
						6	9	

b. About how much time did the aforementioned individual spend with you –

1. in trying to understand or specify your need or problem **before** requesting information ___ hrs ___ minutes 28:

2. in helping you interpret or use the information **after** it was received ___ hrs ___ minutes 32:

16. Did you have any contact with a consultant(s) from the State Board or Department of Education as part of the information service?

1 ___ **Yes** 2 ___ **No** **(IF NO:** skip to question 17) 36–

IF YES: **a.** How would you rate him or them overall in helping you with your need or problem? (please check below)

Excellent (Highest Rating)		Fair		Poor (Lowest Rating)	
___	___	___	___	___	37–
5	4	3	2	1	

b. About how much time did the consultant(s) spend with you? ___ hrs ___ minutes 38:

17. Did you have any contact with a consultant(s) from a **university or college** as part of the information service?

1 ___ Yes 2 ___ No (**IF NO:** skip to question 18) 42–

IF YES: a. How would you rate him or them overall in helping you with your need or problem? (Please check below.)

Excellent (highest rating)		Fair		Poor (lowest rating)	
___	___	___	___	___	43–
5	4	3	2	1	

b. About how much time did the consultant(s) from a university or college spend with you?

_____ hours _____ minutes 44:

18. If you had any contact with any **other consultants** (local district staff, regional center staff, etc.), please indicate their position and rate them overall on the scale below.
(If no other contacts, check here ____ and skip to question 19.) 48–

Positions *(write in)*	Excellent 5	4	Rating Fair 3	2	Poor 1	Time Spent Hrs.	Min.	49: 51:
______________	___	___	___	___	___	___	___	55: 57:
______________	___	___	___	___	___	___	___	
______________	___	___	___	___	___	___	___	61: 63:

19. Overall, would you say that this information program is a valuable service to educators?

1 ___ Yes 2 ___ No 9 ___ Don't know 67–

20. Do you plan to use this service again?

1 ___ Yes 2 ___ No 9 ___ Don't know 68–

21. Did you use the service **before** the occasion referred to in this questionnaire?

1 ___ Yes (how many times? ___________) 69–
2 ___ No 70:

22. a. Would you recommend this service to other personnel in your district or agency?

1 ___ Yes 2 ___ No 9 ___ Don't know 72–

b. Have you **already** recommended the service to others?

1 ___ Yes 2 ___ No 73–

23. Of **all** the persons with whom you talked about your need or problem, whom did you find most helpful? (Please indicate position.)

____ 74:

24. Please complete the following: 18: 21:

a. Present school or other agency: ______________________________ 24:
(if school, indicate building and district)

b. Your present position: ______________________________ 28:

1. IF CLASSROOM TEACHER: What grade level(s) do you teach? 30–

2. IF CLASSROOM TEACHER OR PRINCIPAL:
Approximate number of students in your building: __________ 31:

c. Number of years in your present position: __________ 33:

d. Number of years in your present school or agency: __________ 35:

e. Number of different school systems in which you have worked: __________ 37:

f. Number of years working in education: __________ 39:

g. Age:

20–24 ____	25–29 ____	30–34 ____
35–39 ____	40–44 ____	45–49 ____
50–54 ____	55–59 ____	60 or older ____

41–

h. Sex: __________ i. Highest degree: __________ j. Special certificate (if any): 42:

______________________________ 44:

k. What professional societies or organizations, if any, do you belong to?

1 ____ Belong to none 46–
2 Member of ______________________________ 47:

IF A MEMBER:
a. Did you attend any meetings of these organizations within the past year?

1 ____ Yes 2 ____ No 51–

b. Have you ever held office in any of these organizations?

1 ____ Yes 2 ____ No 52–

THANK YOU VERY MUCH FOR YOUR COOPERATION

IF YOU HAVE ANY ADDITIONAL COMMENTS ON THE INFORMATION SERVICE OR THE QUESTIONNAIRE, PLEASE WRITE ON THE BACK.

INSTRUCTIONS FOR RETURNING QUESTIONNAIRE:

1. Turn out the inside flap of back cover and fold it over so that our address is visible.
2. Seal flaps and mail. No postage is required from you.

FOLLOW-UP LETTERS FOR CLIENT QUESTIONNAIRE

FIRST FOLLOW-UP LETTER

Columbia University in the City of New York | *New York, N.Y. 10025*

BUREAU OF APPLIED SOCIAL RESEARCH

605 West 115th Street

Dear

Approximately three weeks ago you received a questionnaire concerning your familiarity with a new information service of your State Board (Department) of Education. In case you misplaced the questionnaire that was mailed earlier, we are enclosing another copy.

As we mentioned in our first letter, the questionnaire should not take more than 10 minutes to complete. Your replies will be processed by the research team at Columbia University and fed-back in statistical form to your State Board (Department) of Education. (Each respondent, therefore, will remain anonymous.)

It is very important for us to hear from educators who have not heard about the service, or not used the service, since we are responsible for studying how the program can be improved so that educators will be better served. If you have used the service, it is important to find out how you learned about it and what features are best known to you.

We hope that you will be able to find the time to help us evaluate this important service for educators in your state. If you have already sent in the questionnaire, please disregard this reminder.

Very sincerely,

Sam D. Sieber
Project Director
Evaluation of Pilot State
Dissemination Program

SECOND FOLLOW-UP LETTER

Columbia University in the City of New York | New York, N.Y. 10025

BUREAU OF APPLIED SOCIAL RESEARCH
605 West 115th Street

Dear

You may recall that several weeks ago we sent you a questionnaire concerning your experiences with and opinions about a new information service of your State Education Agency. Since it was possible that you needed more time to determine the value of the information or assistance that you received, we asked you to save the questionnaire and fill it out when you could.

The schedule for our study makes it necessary for us to collect all questionnaires as soon as possible. If you have had time to judge the value of the information or assistance, please fill out the questionnaire and return it to us at your earliest convenience.

If you have not had sufficient time to assess the information or assistance, we would very much appreciate your answering the questionnaire in terms of your best estimate of the future value of the information or assistance.

It is quite important that we represent everyone who has received the service in your state. We are as interested in hearing from those who found the service of little value as we are in hearing from those who found it of great utility. To arrive at reliable conclusions about the service, we need to represent all shades of opinions and experiences.

If you choose to reply to the questionnaire in terms of its possible future value, please so indicate on the form attached to the enclosed questionnaire. If you have already sent in your questionnaire, please disregard this reminder.

Thank you very much for your cooperation.

Very sincerely,

Sam D. Sieber
Project Director
Evaluation of Pilot State
Dissemination Program

THIRD FOLLOW-UP LETTER

(1 page questionnaire)

Columbia University in the City of New York | *New York, N.Y. 10025*

BUREAU OF APPLIED SOCIAL RESEARCH 605 West 115th Street

Dear

Some time ago we sent you a questionnaire about your experiences with and opinions of a new information dissemination project operated by your State Education Agency. Since we have not received your questionnaire, we would appreciate your answering the questions below so that we can determine the representativeness of those who did return questionnaires. A self-addressed, stamped envelope is enclosed for your convenience. Thank you very much.

1. Your present position:______________________________________

2. Age: 20-24___ 25-29___ 30-34___ 35-39___ 40-44___
45-49___ 50-54___ 55-59___ 60 or older___

3. Sex:_______ 4. Highest degree________________

5. If you do not remember requesting information or assistance from this service, check here____ OR...

if you do not remember receiving the information or assistance that you requested, check here____.

IF YOU CHECKED EITHER OF THE ABOVE, PLEASE IGNORE THE REMAINDER OF THIS FORM AND RETURN IT IN THE SELF-ADDRESSED ENVELOPE.

6. Overall, what was the practical value of the information or assistance that you received?

	Information (abstracts, articles, packages, etc.)	Personal assistance (of information agent or other consultant)
Very useful	___	___
Moderately useful	___	___
Only slightly useful	___	___
Not useful	___	___

7. Would you say that this information program is a valuable service to educators?
___ Yes ___ No ___ Don't know

8. Do you plan to use this service again?
___ Yes ___ No ___ Don't know

9. Would you please tell us why you were unable to complete the questionnaire?
___ Didn't have time to answer the questionnaire, too busy
___ Couldn't determine the value of the service in the time available
___ Disapprove of questionnaires
___ Other (what?):
____

THANK YOU FOR YOUR COOPERATION

PUBLICITY QUESTIONNAIRE FOR SAMPLE OF EDUCATIONAL PERSONNEL

Columbia University in the City of New York/ New York, N.Y. 10025

BUREAU OF APPLIED SOCIAL RESEARCH 605 WEST 115th STREET

Dear

As you may know, your State Board (Department) of Education is offering an information service to educators in your state, with funds from the U.S. Office of Education. A research team at Columbia University, also supported by the U.S. Office, is responsible for conducting an independent evaluation in order to improve the service locally, and to determine whether other states in the nation might benefit from a similar program.

We are well aware that it is not easy to keep informed about new educational services these days. Unless educators are apprised of programs that might benefit them, however, even the most valuable service cannot be of assistance to the profession. The purpose of this questionnaire, therefore, is to assess your **familiarity** with the information service in your own state. In addition, we would like to learn your opinions about the practical value of new knowledge in education generally.

Your questionnaire will be processed by the research team and the results will be fed-back to your State Board (Department) of Education. Your responses will be used for statistical purposes only and there is no way that they can be associated with your name.

Earlier you might have received another questionnaire from us which was sent to educators who had actually used the service. Even if you are one of those who have already used the service, we are interested in learning how you heard about the program.

Almost all of the questions can be answered by a check mark. The questionnaire, therefore, should take only about 10 minutes to complete. The questionnaire is self-mailing (see instructions at end).

Thank you very much for your cooperation.

Very sincerely,

Sam D. Sieber

Sam D. Sieber
Project Director
Evaluation of Pilot State
Dissemination Program

OE Form 120 O.M.B. No. 51-S71024 Approval Expires: 6-30-72

MOST QUESTIONS CAN BE ANSWERED WITH A CHECK MARK.

1. Have you heard or read anything about the new information service (Retrieval Dissemination Center) of the [redacted] Board of Education, which seeks to furnish practical information or technical assistance to educators upon request?

1___Yes 2___No (**IF NO**: Skip to question 2) 11–

IF YES:

a. Is there a **representative** of this service in your district or area (i.e., a Field Agent or an I.E.D. Information Representative)?

1___Yes 2___No 9___Don't know 12–

IF YES: Would you please tell us his or her name?

__________________________________ 13:

b. **How** did you first hear about the service? (Please check as many as apply.)

____ I saw an article in the local newspaper 15:
____ I saw printed material from the State Board (Dept.) of Education
____ I saw a local or regional education bulletin 17:
____ I saw a TV program about it
____ I saw a film about it 19:
____ Someone from the State Board of Education spoke about it
____ A Superintendent informed me personally 21:
____ A principal informed me personally
____ A teacher informed me personally 23–
I attended a meeting where the project was mentioned:
___A staff meeting of the State Board (Dept.) of Education 24:
___A faculty meeting in my school or district
___A special meeting in my school or district to explain the program 26:
____ A Field Agent or an I.E.D. Information Representative informed me personally
____ Other (What?)______________________________ 28–

c. About **how long ago** did you first hear about the service? 29

1___ A few days ago
2___ A week or so ago
3___ Several weeks ago
4___ Several months ago
9___ Don't remember

d. Have you yourself told anyone about the service?
1___No 2___Yes (Who?)______________________________ 30
(positions or titles)

e. Please check the following **yes** or **no**:

	YES	NO	
Have you heard about microfiche?	___	___	42:
Have you heard about ERIC?	___	___	
Do you know whom to contact in order to use the information service?	___	___	44:
Do you know what abstracts are?	___	___	
Have you talked with anyone who has used the service?	___	___	46—
	1	2	

f. Have you personally used any of the services (e.g., information, personal assistance, workshops, in- service activities, etc.) of the program? 47—

1___Yes* 2___No**

*IF YES: What service have you used? 48:

**IF NO:

(1) Please check any of the following reasons for **not** having used the service.

___ Had no problem or need that required the help of the service 52:
___ Too busy with my regular work
___ Heard that the service was not very useful 54:
___ Did not know how to request information or assistance through the service
___ Did not know enough about the service to know what it offered 56:
___ Other (What?)

(2) Do you think that you will use the service sometime during the current school year?
1___Yes 2___No 9___Don't know 58—

2. Please mark your opinions on the following statements:

	Agree	Don't know	Dis-agree	
a. Most of the innovations in education today, such as New Math and team teaching, are really worthwhile and help children to learn better.	___	___	___	59—
b. Other teachers (or administrators) often ask me for advice about their professional problems.	___	___	___	60—
c. I am one of the few people in my district who are continually trying out new ideas or innovations in their work.	___	___	___	61—
d. Most educational innovations today cost more money than they are worth.	___	___	___	62—
e. Only local school people know what their educational problems and needs are, not outside experts.	___	___	___	63—
	1	2	3	

3. In general, do you consider the administration in your district (or agency) to be: 64—

(check one)

1 ___ Very active with regard to innovations in education
2 ___ Cautious when considering possible innovations
3 ___ Not concerned with innovations
4 ___ Hostile toward innovations
9 ___ Don't know

4. How important has each of the following been in influencing your beliefs and opinions regarding new methods of teaching or curriculum change, or new administrative practices?

	Very important	Somewhat important	Not important	Didn't have any, or no contact	
Pre-service training (teachers college courses, practice teaching)	___	___	___	___	65—
In-service training (institutes, summer courses, etc.)	___	___	___	___	66—
Research reports, professional articles, books about education	___	___	___	___	67—
Specialists in your district or school	___	___	___	___	68—
Experts or consultants from outside your district	___	___	___	___	69—
Other teachers or administrators in your own district or school	___	___	___	___	70—
Conferences outside the district	___	___	___	___	71—
Textbooks, manuals, curriculum guides	___	___	___	___	72—
A district or state information specialist or agent	___	___	___	___	73—
School workshops or committees	___	___	___	___	74—
Other (what?) ____________________	___	___	___	___	75:
____________________	___	___	___	___	
	1	2	3	8	

11:

5. Please complete the following: 14:

a. Present school or other agency: ______________________________ 16—
(if school, indicate building and district)

b. Your present position: ______________________________ 17:
(1) IF CLASSROOM TEACHER: What grade level(s) do you teach? ____________ 19—
What subject(s) do you teach? ____________ 20:
(2) IF CLASSROOM TEACHER OR PRINCIPAL:
Approximate number of students in your building: ________ 22:

c. Number of years in your present position: ________ 24:

d. Number of years in your present school or agency: ________ 26:

e. Number of different school systems in which you have worked: ________ 28:

f. Number of years working in education: ________ 30:

g. Age: 32—

20-24 ___ 25-29 ___ 30-34 ___
35-39 ___ 40-44 ___ 45-49 ___
50-54 ___ 55-59 ___ 60 or older ___

h. Sex: ______ i. Highest degree: ________ j. Special certificate (if any): ____________ 33:

k. What professional societies or organizations, if any, do you belong to? 3[illegible]:
(1) ______ Belong to none 37—
(2) Member of ______________________________ 38:

IF A MEMBER:

(a) Did you attend any meetings of these organizations within the past year? 42—
Yes _____ No _____

(b) Have you ever held office in any of these organizations? 43—
Yes _____ No _____

THANK YOU VERY MUCH FOR YOUR COOPERATION.

IF YOU HAVE ANY ADDITIONAL COMMENTS ON THE INFORMATION SERVICE
OR THE QUESTIONNAIRE, PLEASE WRITE ON THE INSIDE OF COVER.

INSTRUCTIONS FOR RETURNING QUESTIONNAIRE:
Tape booklet closed and mail it. (Tape is enclosed in booklet.)
No envelope or postage is necessary.

STATISTICAL REPORT FORM FOR FIELD AGENTS

SOME BASIC FIELD WORK INFORMATION

NAME: ______________________________ TODAY'S DATE: ______________

1. When did you begin working in the field? ____________________________ (date)

2. How many school districts have you visited as part of your job? ____

3. Approximately how many schools have you visited? ____

4. Approximately how many people who could use the service have you explained the program to? ____

5. Approximately how many requests for information or assistance have you received since you started work? ____

6. How many of these requests involved repeat visits to clarify or diagnose a need? ____

7. Of all requests, about how many requests came from:

   ___ Superintendents
   ___ Principals
   ___ Teachers
   ___ Special school staff, e.g., counselors, curriculum coordinators
   ___ Students
   ___ Parents
   ___ School board trustees
   ___ Other

8. a. Have you handled any requests for information or assistance without referring them to the retrieval staff for help?

   Yes ____ No ____ (IF NO, skip to question 9)

   b. IF YES: Approximately how many such requests did you handle without referral to the retrieval staff for help?

   c. How were these handled? (Please use the following symbols: F-frequently; S-sometimes; R-rarely; N-never)

   ___ Referred client to someone in another school who has information about his need or problem

   ___ Referred client to a State Education Department expert

   ___ Referred client to an R & D Center or Regional Lab

   ___ Referred client to another expert in a college or university

   ___ Was able to handle the request myself (e.g., gave advice, used ERIC abstracts, recommended a book or article I had read or other information I already knew of)

9. Approximately how many of the requests referred to the retrieval staff have been processed, i.e., information returned to client? ____

10. Of those returned:

    a. How many have you discussed with the client? ____

    b. How many have you helped to implement, try out? ____

    c. How many of the above (a., b.) involved repeat visits to clients? ____

11. Have you had any difficulty with access to certain schools or districts? If so, describe briefly below. (Use back of page, if necessary)

GOALS CHECKLISTS FOR ALL PROJECT PERSONNEL

(Second wave)

Columbia University in the City of New York | New York, N.Y. 10025

BUREAU OF APPLIED SOCIAL RESEARCH

605 West 115th Street

June 18, 1971

Dear

At our recent meeting in Chicago (May 24), a desire to receive more qualitative feed-back from the evaluation team was expressed. As you well know, we have gathered a great deal of information through field observations, interviews, project records, etc., and have begun to form impressions of specific areas of weakness and strength in each state. Thus we are now in a fairly good position to start feeding-back our evaluations.

It is important, however, that our judgments take into account the recent goals of the individual projects. Since it is possible that your goals have changed over the duration of the project, it is necessary to gather more up-to-date information than we have from our earlier survey of goals. Therefore, we are asking you once again to fill out the checklist of goals in order to up-date our information.

By using the same list as before we will be able to see which objectives have changed as a result of your experience or training. We realize now that some of the items are not worded as clearly as they could be. But for the sake of comparability with the earlier survey, it is unfortunately necessary to use the same instrument. We have added several new items that were omitted from the original list, however.

Now for some instructions in filling out the questionnaire:

(1) Do not refer back to your responses in the earlier survey.

(2) Respond in terms of the goals that you have been pursuing over the past several months.

(3) Respond in terms of the importance of each goal, not in terms of how much time or effort you devoted to it. (Some goals require little time or effort to achieve, but are nevertheless quite important.)

(4) In the right-hand section labeled "Difficulty of Achieving," signify how difficult each goal was to achieve in the past several months (rather than how difficult you anticipate the goal to be in the future.)

(5) When you have finished with the list, indicate the goals that were most important to you; and the goals that you believe you made the greatest progress towards achieving.

(6) Please feel free to comment or elaborate on any of the items by writing in the margins of the questionnaire.

Unless you return the checklists to us within a week or so, we will have a hard time getting our evaluations back before the end of the summer. It will take us some time to process your questionnaire, and even more time to write up our reports. (Later on we will prepare a memorandum on changes in goals, but presently we are interested only in using your responses to guide our reports.) Incidentally, we hope that our reports will stimulate your feed-back to us. We need to know where we are amiss in our judgments as well as where we are reasonably accurate. The best evaluation is a collaborative one.

Have a good summer.

Cordially,

Sam D. Sieber

P.S. Our feedback will also take into account the statements of objectives prepared by the individual states as well as the goals in the checklist.

GOALS CHECKLIST FOR PROJECT DIRECTORS

	Level of Priority						Difficulty of Achieving				
	Top	Haven't Decided			Lowest	Goal not relevant to Project	Most	Haven't Decided			Least
I. Input Goals	1	2	3	4	5		1	2	3	4	5
1. Call upon consultants to answer special needs of schools	___	___	___	___	___	___	___	___	___	___	___
2. Hire field agents in accordance with specified criteria	___	___	___	___	___	___	___	___	___	___	___
3. Staff for the information retrieval system	___	___	___	___	___	___	___	___	___	___	___
4. Improve the working conditions of program employees	___	___	___	___	___	___	___	___	___	___	___
5. Publicize the program among local schools	___	___	___	___	___	___	___	___	___	___	___
6. Publicize the program among parents and other laymen in communities	___	___	___	___	___	___	___	___	___	___	___
7. Publicize the program among State officials, legislators, etc.	___	___	___	___	___	___	___	___	___	___	___
8. Publicize the program to a national audience of educators and laymen	___	___	___	___	___	___	___	___	___	___	___

	Level of Priority					Goal not relevant to Project	Difficulty of Achieving				
	Top	Haven't Decided			Lowest		Most	Haven't Decided			Least
I. Input Goals	1	2	3	4	5		1	2	3	4	5
9. Build collaboration between other departments or offices of the SEA and the dissemination program	___	___	___	___	___	___	___	___	___	___	___
10. Train own field agents and other program personnel	___	___	___	___	___	___	___	___	___	___	___
11. Create intermediate structures between SEA and local schools, e.g., council of school personnel, local resource centers, etc.	___	___	___	___	___	___	___	___	___	___	___
12. Utilize existing intermediate structures	___	___	___	___	___	___	___	___	___	___	___
13. Increase the funds available to the program from local or State sources	___	___	___	___	___	___	___	___	___	___	___

	Level of Priority						Difficulty of Achieving				
	Top	Haven't Decided			Lowest	Goal not relevant to Project	Most	Haven't Decided			Least
II. Process Goals	1	2	3	4	5		1	2	3	4	5
14. Gain access to local schools	___	___	___	___	___	___	___	___	___	___	___
15. Gain access to local educational bodies, e.g., teachers associations, superintendents groups	___	___	___	___	___	___	___	___	___	___	___
16. Gain access to local community groups with an interest in the schools, e.g., PTA	___	___	___	___	___	___	___	___	___	___	___
17. Develop a team approach to problem-solving	___	___	___	___	___	___	___	___	___	___	___
18. Stimulate a demand for the services of the program among:											
a. School administrators	___	___	___	___	___	___	___	___	___	___	___
b. Teachers	___	___	___	___	___	___	___	___	___	___	___
c. Students	___	___	___	___	___	___	___	___	___	___	___
d. School trustees	___	___	___	___	___	___	___	___	___	___	___
e. Laymen in the community	___	___	___	___	___	___	___	___	___	___	___
19. Focus the field agent's role on a restricted set of activities so that his efforts are not diffused	___	___	___	___	___	___	___	___	___	___	___

	Level of Priority						Difficulty of Achieving				
	Top	Haven't Decided			Lowest	Goal not relevant to Project	Most	Haven't Decided			Least
II. Process Goals	1	2	3	4	5		1	2	3	4	5
20. Communicate the priorities of the SEA to the local schools	___	___	___	___	___	___	___	___	___	___	___
21. Develop a set of specific goals to guide the program	___	___	___	___	___	___	___	___	___	___	___
22. Develop a highly efficient, computerized retrieval system	___	___	___	___	___	___	___	___	___	___	___
23. Encourage utilization of existing dissemination hardware (computer terminals in the schools, internal television systems) to a greater extent	___	___	___	___	___	___	___	___	___	___	___
24. Develop new methods, such as computer terminals in the schools, of easy local access to information	___	___	___	___	___	___	___	___	___	___	___
25. Develop packages of problem-solving material which may be used and adapted on the local level	___	___	___	___	___	___	___	___	___	___	___

	Level of Priority						Difficulty of Achieving				
	Top	Haven't Decided			Lowest	Goal not relevant to Project	Most	Haven't Decided			Least
II. Process Goals	1	2	3	4	5		1	2	3	4	5
26. Achieve the quickest possible turnaround in information retrieval											
27. Insure a close tie-up between the field agent and the information retrieval system											
28. Rely more heavily on the field agent and consultants' communication of research findings than on pre-packaged information, or direct access to information in each school											
29. Encourage information seeking activities among all levels of school personnel--individual teachers and students as well as principals and Superintendents											

	Level of Priority						Difficulty of Achieving				
	Top	Haven't Decided			Lowest	Goal not relevant to Project	Most	Haven't Decided			Least
II. Process Goals	1	2	3	4	5		1	2	3	4	5
30. Focus primarily on curriculum or teaching problems (reading programs, team teaching, etc.) rather than on organizational problems (unclear goal priorities at local level, conflict between personnel in the system, etc.)	___	___	___	___	___	___	___	___	___	___	___
31. Help schools that have already shown themselves to be innovative	___	___	___	___	___	___	___	___	___	___	___
32. Reach and help schools that are "backward" in relation to other schools in the State	___	___	___	___	___	___	___	___	___	___	___
33. Select for direct Field Agent help primarily major, or important problems as determined by the priorities of the SEA	___	___	___	___	___	___	___	___	___	___	___
34. Have consultants or technical assistance teams actively and directly aid the schools in adapting and installing innovations	___	___	___	___	___	___	___	___	___	___	___

	Level of Priority						Difficulty of Achieving				
	Top	Haven't Decided			Lowest	Goal not relevant to Project	Most	Haven't Decided			Least
II. Process Goals	1	2	3	4	5		1	2	3	4	5
35. Have consultants act as advisors only to Field Agents and schools	___	___	___	___	___	___	___	___	___	___	___
36. Use local councils, intermediate education districts regional resource centers to help screen problems in need of field agent help	___	___	___	___	___	___	___	___	___	___	___
37. Communicate frequently with field agents and monitor their activities	___	___	___	___	___	___	___	___	___	___	___
38. Develop procedures for training of staff for goals of project in your state	___	___	___	___	___	___	___	___	___	___	___
39. Develop capacity to supply individuals with materials on topics of interest to them without specific requests	___	___	___	___	___	___	___	___	___	___	___
40. Obtain expertise in computer science--through training of own staff or access to advisors from outside center	___	___	___	___	___	___	___	___	___	___	___

	Level of Priority						Difficulty of Achieving				
II. Process Goals	Top 1	2	Haven't Decided 3	4	Lowest 5	Goal not relevant to Project	Most 1	2	Haven't Decided 3	4	Least 5
41. Establish contact with consultants in universities for information or assistance	___	___	___	___	___	___	___	___	___	___	___
42. Publicize the availability of educational packages (PREP, CAT, etc.)	___	___	___	___	___	___	___	___	___	___	___
43. Emphasize the use of packages rather than in-depth searches of ERIC	___	___	___	___	___	___	___	___	___	___	___
44. Help educators in my area to learn how to use the ERIC system so that they can do manual searches on their own or request information directly	___	___	___	___	___	___	___	___	___	___	___
45. Increase my knowledge about major trends and innovations in education	___	___	___	___	___	___	___	___	___	___	___
46. Assist clients in efforts to evaluate innovations resulting from the project	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Goal not relevant to Project	Difficulty of Achieving				
		Top	Haven't Decided			Lowest		Most	Haven't Decided			Least
	II. Process Goals	1	2	3	4	5		1	2	3	4	5
47.	Provide the schools with several alternative solutions to their problems, from which they can choose	___	___	___	___	___	___	___	___	___	___	___
48.	Work with groups of schools in the same area who may have similar problems	___	___	___	___	___	___	___	___	___	___	___
49.	Confine the field agent's work to a small, manageable number of schools	___	___	___	___	___	___	___	___	___	___	___
50.	Insure that the primary loyalty of the Field Agent is to the SEA program	___	___	___	___	___	___	___	___	___	___	___
51.	Insure that the primary loyalty of the Field Agent is to the local schools or their representatives	___	___	___	___	___	___	___	___	___	___	___
52.	Maintain the dual loyalty of the Field Agent	___	___	___	___	___	___	___	___	___	___	___

	Level of Priority					Goal not relevant to Project	Difficulty of Achieving				
	Top		Haven't Decided		Lowest		Most		Haven't Decided		Least
II. Process Goals	1	2	3	4	5		1	2	3	4	5
Field Agent Role:											
53. Build a clear understanding with clients regarding the terms and conditions of the relationship, e.g., duration of contact, type of service, authority relations, etc.	___	___	___	___	___	___	___	___	___	___	___
54. Involve as many schools as possible through a wide range of contacts	___	___	___	___	___	___	___	___	___	___	___
55. Provide information about new educational practices whether or not the client has requested such information	___	___	___	___	___	___	___	___	___	___	___
56. Diagnose the problems of clients rather than accept their own definition of needs and problems	___	___	___	___	___	___	___	___	___	___	___
57. Refer the client to sources of information	___	___	___	___	___	___	___	___	___	___	___

	Level of Priority						Difficulty of Achieving				
	Top		Haven't Decided		Lowest	Goal not relevant to Project	Most		Haven't Decided		Least
II. Process Goals	1	2	3	4	5		1	2	3	4	5
Field Agent Role:											
58. Set up or conduct a training program for the school staff to help them engage in "self-renewal" activities, that is, to be innovative, keep-up-to-date, etc.											
59. Facilitate "field trials" of innovations											
60. Help clarify the educational goals of school personnel											
61. Help school personnel to set new educational goals											
62. Improve inter-troup relations in the schools so that change can take place											
63. Help schools gain community support for their programs											

	Level of Priority					Goal not relevant to Project	Difficulty of Achieving				
	Top		Haven't Decided		Lowest		Most		Haven't Decided		Least
II. Process Goals	1	2	3	4	5		1	2	3	4	5
Field Agent Role:											
64. Encourage the schools to be autonomous in determining their own need	___	___	___	___	___	___	___	___	___	___	___
65. Establish clear-cut priorities to determine which requests for help or information are needed	___	___	___	___	___	___	___	___	___	___	___
66. Actively help schools install new practices or programs	___	___	___	___	___	___	___	___	___	___	___
67. Always work along with technical assistance personnel from the SAE when they visit the schools	___	___	___	___	___	___	___	___	___	___	___
68. Always work along with consultants from universities, R & D Centers, Labs, etc. in the schools	___	___	___	___	___	___	___	___	___	___	___

	Level of Priority					Goal not relevant to Project	Difficulty of Achieving				
II. Process Goals	Top 1	2	Haven't Decided 3	4	Lowest 5		Most 1	2	Haven't Decided 3	4	Least 5
Field Agent Role:											
69. Serve as mediator or arbitrator in conflicts between the SEA and local schools or their representatives											
70. Interpret or adapt information obtained from retrieval system											
71. Communicate the expressed needs of school personnel to SEA staff											
72. Develop warm, personal relationships with clients											
73. Expedite the flow of information from the retrieval system to the client											
74. Encourage schools to adopt new practices without becoming actively involved in implementation											

	Level of Priority					Goal not relevant to Project	Difficulty of Achieving				
	Top	Haven't Decided			Lowest		Most	Haven't Decided			Least
II. Process Goals	1	2	3	4	5		1	2	3	4	5
Field Agent Role											
75. Maintain an objective, businesslike relationship with clients	___	___	___	___	___	___	___	___	___	___	___
III. Outcomes											
76. Improved relations between the SEA and local schools	___	___	___	___	___	___	___	___	___	___	___
77. Greater understanding in the SEA of local problems	___	___	___	___	___	___	___	___	___	___	___
78. Increased solution to educational problems based on new information or knowledge	___	___	___	___	___	___	___	___	___	___	___
79. Willingness on part of SEA personnel to advise other States on dissemination	---	---	---	---	---	---	---	---	---	---	---
80. Installation of change-agent functions beyond the period of federal funding	___	___	___	___	___	___	___	___	___	___	___

III. Outcomes	Level of Priority					Goal not relevant to Project	Difficulty of Achieving				
	Top	Haven't Decided			Lowest		Most	Haven't Decided			Least
	1	2	3	4	5		1	2	3	4	5
81. Installation of information retrieval functions beyond the period of federal funding	___	___	___	___	___	___	___	___	___	___	___
82. Increased disposition on part of schools to seek information for problem-solving	___	___	___	___	___	___	___	___	___	___	___
83. Development of a cadre of trained personnel to perform dissemination functions in the future	___	___	___	___	___	___	___	___	___	___	___
84. Increased tendency on part of schools to try out new educational practices	___	___	___	___	___	___	___	___	___	___	___
85. Movement from a relationship of authority to one of collaboration between SEA and schools	___	___	___	___	___	___	___	___	___	___	___
86. Increased competence of SEA to train more change agents in the future	___	___	___	___	___	___	___	___	___	___	___

III. Outcomes	Level of Priority					Goal not relevant to Project	Difficulty of Achieving				
	Top 1	2	Haven't Decided 3	4	Lowest 5		Most 1	2	Haven't Decided 3	4	Least 5
87. Greater willingness of the SEA to support dissemination and change-agent programs	___	___	___	___	___	___	___	___	___	___	___
88. Increased influence of the SEA over educational practices in local schools	___	___	___	___	___	___	___	___	___	___	___
89. Greater willingness of local schools to provide funds for change-agent programs	___	___	___	___	___	___	___	___	___	___	___
90. Improved practices in schools which produce educational benefits for children											
91. Better school-community relationships	___	___	___	___	___	___	___	___	___	___	___
92. Improved relations between SEA and the U.S.O.E.	___	___	___	___	___	___	___	___	___	___	___

IV. Looking back over the goals which you have indicated as "top priority," please select those goals from each group which you regard as of the utmost importance.

Group I.	Group II.	Group III.
(Inputs)	(Process)	(Outcomes)
___ ___ ___	___ ___ ___ ___	___ ___ ___
(numbers)	(numbers)	(numbers)

V. Which goals in each area do you believe you made the greatest progress in achieving?

Group I.	Group II.	Group III.
___ ___ ___ ___ ___	___ ___ ___ ___ ___	___ ___ ___ ___ ___
(numbers)	(numbers)	(numbers)

Your Name: ____

THANK YOU VERY MUCH

GOALS CHECKLIST FOR FIELD AGENTS

Goals	Not Part of My Role	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
		1	2	3	4	5	1	2	3	4	5
1. Gain access to local schools	___	___	___	___	___	___	___	___	___	___	___
2. Gain access to local educational bodies, i.e. teachers' associations, Superintendents' groups	___	___	___	___	___	___	___	___	___	___	___
3. Develop a team approach to problem-solving, i.e., work with:											
a. Consultants from SEA	___	___	___	___	___	___	___	___	___	___	___
b. Consultants from other sources	___	___	___	___	___	___	___	___	___	___	___
c. Superintendents of intermediate education districts	___	___	___	___	___	___	___	___	___	___	___
d. Retrieval Unit Staff	___	___	___	___	___	___	___	___	___	___	___
e. Other Field Agents	___	___	___	___	___	___	___	___	___	___	___
f. Project Director	___	___	___	___	___	___	___	___	___	___	___
4. Stimulate a demand for the services of the program among:											
a. School administrators	___	___	___	___	___	___	___	___	___	___	___
b. Teachers	___	___	___	___	___	___	___	___	___	___	___
c. Students	___	___	___	___	___	___	___	___	___	___	___
d. School trustees	___	___	___	___	___	___	___	___	___	___	___
e. Laymen in the community	___	___	___	___	___	___	___	___	___	___	___
5. Focus my role on a restricted set of activities so that my efforts are not diffused	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
	Not Part	Top	Undecided			Lowest	Most	Undecided			Least
Goals	of My Role	1	2	3	4	5	1	2	3	4	5
6. Work closely with the information retrieval system	___	___	___	___	___	___	___	___	___	___	___
7. Help schools that have already shown themselves to be innovative	___	___	___	___	___	___	___	___	___	___	___
8. Reach and help schools that are "backward" in relation to others in the State	___	___	___	___	___	___	___	___	___	___	___
9. Use local councils, intermediate education districts, regional resource centers, etc. to help screen problems in need of help	___	___	___	___	___	___	___	___	___	___	___
10. Help the local schools to determine several alternative solutions to their problems from which they can choose	___	___	___	___	___	___	___	___	___	___	___
11. Work with groups of schools in the same area which may have similar problems	___	___	___	___	___	___	___	___	___	___	___

	Not Part of My Role	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
		1	2	3	4	5	1	2	3	4	5
12. Build a clear understanding with clients regarding the terms and conditions of the relationship, e.g., duration of contact, type of service, authority relations, etc.	___	___	___	___	___	___	___	___	___	___	___
13. Involve as many schools as possible through a wide range of contacts	___	___	___	___	___	___	___	___	___	___	___
14. Confine my work to a small, manageable number of schools at any given time	___	___	___	___	___	___	___	___	___	___	___
15. Provide information about new educational practices whether or not the client has requested such information	___	___	___	___	___	___	___	___	___	___	___
16. Refer the client to sources of information or help in the SEA	___	___	___	___	___	___	___	___	___	___	___
17. Refer the client to sources of information outside the SEA	___	___	___	___	___	___	___	___	___	___	___

Goals	Not Part of My Role	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
		1	2	3	4	5	1	2	3	4	5
18. Set up or conduct a training program for the school staff to help them engage in "self-renewal" activities, that is, to be innovative, keep up-to-date, etc.	___	___	___	___	___	___	___	___	___	___	___
19. Facilitate "field trials" of innovations	___	___	___	___	___	___	___	___	___	___	___
20. Help clarify the educational goals of school personnel	___	___	___	___	___	___	___	___	___	___	___
21. Point out existing conflicts or tensions in a school system in order to develop motivation to change	___	___	___	___	___	___	___	___	___	___	___
22. Help school personnel to set new educational goals	___	___	___	___	___	___	___	___	___	___	___
23. Furnish information about innovative projects or practices in other schools in the area or in the State	___	___	___	___	___	___	___	___	___	___	___
24. Help improve inter-group relations in the schools so that change can take place	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
	Not Part	Top	Undecided			Lowest	Most	Undecided			Least
Goals	of My Role	1	2	3	4	5	1	2	3	4	5
25. Help schools gain community support for their schools	___	___	___	___	___	___	___	___	___	___	___
26. Establish clear-cut priorities to determine which requests for help or information are most important	___	___	___	___	___	___	___	___	___	___	___
27. Encourage the schools to be autonomous in determining their own needs	___	___	___	___	___	___	___	___	___	___	___
28. Actively help schools install new practices or programs	___	___	___	___	___	___	___	___	___	___	___
29. Refer all non-routine requests (i.e. for anything more than straight information) to the SEA personnel	___	___	___	___	___	___	___	___	___	___	___
30. Always work along with consultants from universities, R & D Centers, or the SEA in the schools	___	___	___	___	___	___	___	___	___	___	___

Goals	Not Part of My Role	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
		1	2	3	4	5	1	2	3	4	5
31. Have experts, consultants or Technical Assistance teams take primary responsibility for problem solution once the problem has been identified	___	___	___	___	___	___	___	___	___	___	___
32. Serve as a mediator or arbitrator in conflicts between the SEA and local schools or their representatives	___	___	___	___	___	___	___	___	___	___	___
33. Try to stay out of local disputes or problems, since this might jeopardize the success of the program	___	___	___	___	___	___	___	___	___	___	___
34. Help to interpret or adapt information obtained from the retrieval system	___	___	___	___	___	___	___	___	___	___	___
35. Follow up schools who have requested information to find out how they have used it	___	___	___	___	___	___	___	___	___	___	___
36. Follow up schools who have tried to innovate to determine long-range effects	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
	Not Part	Top	Undecided			Lowest	Most	Undecided			Least
Goals	of My Role	1	2	3	4	5	1	2	3	4	5
37. Communicate the expressed needs of school personnel to the SEA staff	___	___	___	___	___	___	___	___	___	___	___
38. Develop warm, personal relationship with clients	___	___	___	___	___	___	___	___	___	___	___
39. Expedite the flow of information from the retrieval system to the client	___	___	___	___	___	___	___	___	___	___	___
40. Encourage schools to adopt new practices without becoming actively involved in implementation	___	___	___	___	___	___	___	___	___	___	___
41. Maintain an objective, businesslike relationship with clients	___	___	___	___	___	___	___	___	___	___	___
42. Improve my understanding of research in education so that I can be more effective in helping clients to use it	___	___	___	___	___	___	___	___	___	___	___
43. Make it clear that my primary loyalties are to the SEA and its priorities	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
Goals	Not Part of My Role	1	2	3	4	5	1	2	3	4	5
44. Make it clear that my primary loyalties are to the local schools	___	___	___	___	___	___	___	___	___	___	___
45. Make it clear that I have dual loyalties to the SEA and the local schools	___	___	___	___	___	___	___	___	___	___	___
46. Work to improve relations between local schools and the SEA	___	___	___	___	___	___	___	___	___	___	___
47. Establish contact with consultants in universities for information or assistance	___	___	___	___	___	___	___	___	___	___	___
48. Publicize the availability of educational packages (PREP, CAT, etc.)	___	___	___	___	___	___	___	___	___	___	___
49. Emphasize the use of packages rather than in-depth searches of ERIC	___	___	___	___	___	___	___	___	___	___	___
50. Do manual searches of ERIC sources in my own office	___	___	___	___	___	___	___	___	___	___	___
51. Communicate regularly with the project director	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
	Not Part	Top	Undecided			Lowest	Most	Undecided			Least
Goals	of My Role	1	2	3	4	5	1	2	3	4	5
52. Communicate regularly with the retrieval staff (other than to request information for clients)	___	___	___	___	___	___	___	___	___	___	___
53. Work closely with the District/I.E.D./Resource Center staff in my area	___	___	___	___	___	___	___	___	___	___	___
54. Help educators in my area to learn how to use the ERIC system so that they can do manual searches on their own or request information directly	___	___	___	___	___	___	___	___	___	___	___
55. Extend my knowledge about available information sources (other than ERIC and packages)	___	___	___	___	___	___	___	___	___	___	___
56. Increase my knowledge about trends and innovations in education	___	___	___	___	___	___	___	___	___	___	___
57. Screen all information intended for a client for relevance and quality	___	___	___	___	___	___	___	___	___	___	___
58. Assist clients in efforts to evaluate innovations resulting from the project	___	___	___	___	___	___	___	___	___	___	___

Looking back over the goals which you have indicated as "top priority," please select no more than seven responses that you regard as of the upmost importance.

MOST IMPORTANT OBJECTIVES: _____ _____ _____ _____ _____ _____ _____
(Numbers)

YOUR NAME: ____

THANK YOU VERY MUCH

GOALS CHECKLIST FOR RETRIEVAL PERSONNEL

		Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
Goals	Not Part of My Role	1	2	3	4	5	1	2	3	4	5
1. Gain familiarity with the organized research resources which are available, such as bibliographies, indices, research files, abstracts listings, as well as services from resource centers	___	___	___	___	___	___	___	___	___	___	___
2. Set up procedures and criteria for selection of information resources which will be recommended for initial purchase	___	___	___	___	___	___	___	___	___	___	___
3. Develop an ongoing acquisitions program and investigate alternative methods of obtaining resources and materials	___	___	___	___	___	___	___	___	___	___	___
4. Provide and organize space and proper conditions for storage of information resources and materials	___	___	___	___	___	___	___	___	___	___	___
5. Develop systems of processing and classifying information resources	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
Goals	Not Part of My Role	1	2	3	4	5	1	2	3	4	5
6. Insure efficient and easy accessibility of informational resources at all times	___	___	___	___	___	___	___	___	___	___	___
7. Gain familiarity with methods of obtaining information materials from various sources--specific matters such as time required to get material, format in which it can be procured, cost, etc.	___	___	___	___	___	___	___	___	___	___	___
8. Develop expertise in retrieval of information through computer searches and various kinds of manual searches											
9. Develop expertise in interpretation and translation of problems into ERIC terminology	___	___	___	___	___	___	___	___	___	___	___
10. Develop a highly efficient, computerized retrieval system	___	___	___	___	___	___	___	___	___	___	___

Goals	Not Part of My Role	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
		1	2	3	4	5	1	2	3	4	5
11. Encourage utilization of existing dissemination hardware (computer terminals in the schools, internal television systems) to a greater extent	___	___	___	___	___	___	___	___	___	___	___
12. Develop new methods, such as computer terminals in the schools, of easy local access to information	___	___	___	___	___	___	___	___	___	___	___
13. Develop packages of problem-solving material which may be used and adapted on the local level	___	___	___	___	___	___	___	___	___	___	___
14. Achieve the quickest possible turnaround in information retrieval	___	___	___	___	___	___	___	___	___	___	___
15. Develop systems for processing requests, filing requests, keeping records of kinds of requests received	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
	Not Part	Top	Undecided			Lowest	Most	Undecided			Least
Goals	of My Role	1	2	3	4	5	1	2	3	4	5
16. Develop methods of assessing the satisfaction of users of the information service	___	___	___	___	___	___	___	___	___	___	___
17. Analyze effects of the information service: For what purpose is the service being used? In what way is it useful--simply as a time-saver, or providing resources which otherwise would be unavailable?	___	___	___	___	___	___	___	___	___	___	___
18. Arrange linkage with other information systems, e.g., Datrix (University Microfilms) or others	___	___	___	___	___	___	___	___	___	___	___
19. Turn the various individuals involved in the information service--information processors, researchers, retrieval experts, analysts and field agents--into a working team	___	___	___	___	___	___	___	___	___	___	___
20. Establish the information service as a permanent institution linking users and information resources	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
	Not Part	Top	Undecided			Lowest	Most	Undecided			Least
Goals	of My Role	1	2	3	4	5	1	2	3	4	5
21. Aim at obtaining all possible information from all available resources on any particular subject	___	___	___	___	___	___	___	___	___	___	___
22. Provide evaluation and selection of available research and information after it is obtained from ERIC or other sources	___	___	___	___	___	___	___	___	___	___	___
23. Provide assistance and counsel on the use of information by the requester	___	___	___	___	___	___	___	___	___	___	___
24. Communicate the expressed needs of school personnel to the SEA staff	___	___	___	___	___	___	___	___	___	___	___
25. Interpret or adapt information obtained from retrieval system	___	___	___	___	___	___	___	___	___	___	___
26. Provide the schools with several alternative solutions to their problems, from which they can choose	___	___	___	___	___	___	___	___	___	___	___

Goals	Not Part of My Role	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
		1	2	3	4	5	1	2	3	4	5
27. Provide information about new educational practices whether or not the client has requested such information	___	___	___	___	___	___	___	___	___	___	___
28. Diagnose the problems of clients rather than accept their own definition of needs and problems	___	___	___	___	___	___	___	___	___	___	___
29. Refer the client to sources of information	___	___	___	___	___	___	___	___	___	___	___
30. Call upon consultants to answer special needs of schools	___	___	___	___	___	___	___	___	___	___	___
31. Stimulate a demand for the services of the program among:											
a. School administrators	___	___	___	___	___	___	___	___	___	___	___
b. Teachers	___	___	___	___	___	___	___	___	___	___	___
c. Students	___	___	___	___	___	___	___	___	___	___	___
d. School trustees	___	___	___	___	___	___	___	___	___	___	___
e. Laymen in the community	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
Goals	Not Part of My Role	1	2	3	4	5	1	2	3	4	5
32. Insure a close tie-up between the Field Agent and the information retrieval system	___	___	___	___	___	___	___	___	___	___	___
33. Rely more heavily on the Field Agent and consultants' communication of research findings than on pre-packaged information, or direct access to information in each school	___	___	___	___	___	___	___	___	___	___	___
34. Encourage information seeking activities among all levels of school personnel--individual teachers and students as well as principals and superintendents	___	___	___	___	___	___	___	___	___	___	___
35. Instruct state department personnel in the use of ERIC and other information resources	___	___	___	___	___	___	___	___	___	___	___
36. Instruct Field Agents in the use of ERIC and other informational resources	___	___	___	___	___	___	___	___	___	___	___

Goals	Not Part of My Role	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
		1	2	3	4	5	1	2	3	4	5
37. Develop training programs to prepare individuals for change-agent roles	___	___	___	___	___	___	___	___	___	___	___
38. Achieve cooperation with other institutions in the state, such as:											
a. The state library and public library network	___	___	___	___	___	___	___	___	___	___	___
b. Universities and colleges, especially those which emphasize teacher training	___	___	___	___	___	___	___	___	___	___	___
c. Private libraries or business firms concerned with educational materials	___	___	___	___	___	___	___	___	___	___	___
39. Publicize the program among local schools	___	___	___	___	___	___	___	___	___	___	___
40. Publicize the program among parents and other laymen in communities	___	___	___	___	___	___	___	___	___	___	___
41. Publicize the program among State officials, legislators, etc.	___	___	___	___	___	___	___	___	___	___	___

		Level of Priority					Difficulty of Achieving				
	Not Part	Top	Undecided			Lowest	Most	Undecided			Least
Goals	of My Role	1	2	3	4	5	1	2	3	4	5
42. Publicize the program to a national audience of educators and laymen	___	___	___	___	___	___	___	___	___	___	___
43. Build collaboration between other departments or offices of the SEA and the dissemination program	___	___	___	___	___	___	___	___	___	___	___
44. Create intermediate structures between the state department of education and local schools, e.g., council of school personnel, local resource centers, etc.	___	___	___	___	___	___	___	___	___	___	___
45. Utilize existing intermediate structures	___	___	___	___	___	___	___	___	___	___	___
46. Help schools gain community support for their programs	___	___	___	___	___	___	___	___	___	___	___
47. Establish clear-cut priorities to determine which requests for help or information are needed	___	___	___	___	___	___	___	___	___	___	___

Goals	Not Part of My Role	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
		1	2	3	4	5	1	2	3	4	5
48. Actively help schools install new practices or programs	___	___	___	___	___	___	___	___	___	___	___
49. Make plans to handle problem of possible overload:											
a. Through expansion of information center and training of additional personnel	___	___	___	___	___	___	___	___	___	___	___
b. Through training of other state department personnel to take over some of functions of information center	___	___	___	___	___	___	___	___	___	___	___
c. Through training of personnel in local schools to service themselves	___	___	___	___	___	___	___	___	___	___	___
50. Examine alternative means and formats of supplying users with materials in order to determine which is most satisfactory	___	___	___	___	___	___	___	___	___	___	___

Goals	Not Part of My Role	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
		1	2	3	4	5	1	2	3	4	5
51. Develop procedures and techniques for supplying material, insuring that they are workable for both the information center and the user	___	___	___	___	___	___	___	___	___	___	___
52. Increase knowledge of the uses of computer systems for information retrieval: their place in the whole process of an information service, their limitations, potential and problems	___	___	___	___	___	___	___	___	___	___	___
53. Obtain expertise in computer science--through training of own staff or access to advisors from outside center	___	___	___	___	___	___	___	___	___	___	___
54. Determine and achieve the most efficient means of answering requests for information--in terms of speed of service, quality of material supplied and cost to the information service	___	___	___	___	___	___	___	___	___	___	___

	Not Part	Level of Priority					Difficulty of Achieving				
		Top	Undecided			Lowest	Most	Undecided			Least
Goals	of My Role	1	2	3	4	5	1	2	3	4	5
55. Increase user awareness of easily obtained packages of material on educational topics	___	___	___	___	___	___	___	___	___	___	___
56. Emphasize use of pre-packaged materials to answer requests	___	___	___	___	___	___	___	___	___	___	___
57. Screen output of computerized searches for relevance, adequacy and suitability to individual requester's needs	___	___	___	___	___	___	___	___	___	___	___
58. Develop capacity to supply individuals with materials on topics of interest to them without specific requests	___	___	___	___	___	___	___	___	___	___	___

II. Looking back over the goals which you have indicated as "top priority," please select no more than seven which you regard as of the utmost importance.

____ ____ ____ ____ ____ ____ ____
(numbers)

NAME: ______________________________

THANK YOU VERY MUCH

INTERVIEW GUIDE FOR INTERVIEWS WITH FIELD AGENTS

Columbia University in the City of New York | *New York, N.Y. 10025*

BUREAU OF APPLIED SOCIAL RESEARCH 605 West 115th Street

April 5, 1971

Dear Field Observer,

Enclosed you will find an Interview Guide which is directed toward some issues of interest to us concerning the activities and attitudes of the field agents. We have some information, gathered from your tapes, about most of the areas covered in the guide, but in a number of cases we feel that the data so far is somewhat insufficient, or not comparable between the various field agents. We felt that probably the easiest way of obtaining comparable data would be through a more structured type of interview or questioning than we have used in the past.

We would like you to administer this interview to your field agent sometime in the next two weeks. Since the interview is rather long, you may divide it into two sections, if you feel that this would be better. The interview should be recorded on tape, since this will save you the time of writing down the field agent's answers.

Before you conduct the interview, it would be best if you read through the whole document several times, since it is rather complicated. We would hope that you would be familiar enough with it so that you will be able to make the interview situation more informal by not appearing to refer constantly to the guide.

We have referred to this document as an Interview Guide rather than as an interview, mainly because we hope that you will feel free to elaborate on questions if you feel that it would be useful to do so, eliminate questions if you feel that they have been answered previously in the course of the interview, or change the wording of questions if you feel that it would be appropriate (without, of course, changing the meaning of the question). In other words, we hope that you will use your discretion as an interviewer in order to make the interview situation more interesting or relevant to the field agents. The items marked PROBE are to be used only if the respondent has not answered the original question fully, or if he has not referred to the item under consideration in the probe.

If you have any questions at all about the interview guide as to clarity, applicability, or relevance, please call us before you interview your field agent. We are open to suggestions about ways in which this might be improved, so be critical when you are reading it.

Best regards from all of us in New York.

The Evaluation Team

Interview Guide for Field Agents

A. Method of Operations

1. On the average, how much time do you spend discussing a problem or need with a client before you submit a request to the retrieval staff?

PROBE: If the respondent replies, "it depends" or "it varies too much to say," ask him what kinds of factors influence the need to spend more or less time.

PROBE: Ask the respondent to give examples of requests that he has spent a greater amount of time on than is usual, and examples of requests that have required little initial discussion. Ask him to define why he thinks that these requests required more or less time.

2. We would like some more information about how requests for help come to your attention:

a. Do you ever contact principals and superintendents to find out whether they have requests for you? If yes, approximately how many times per month would you do this?

b. Do principals and superintendents ever call you when they have a request? If yes, about how many times per month do you receive calls like this from school administrators?

c. Do requests from teachers usually come to you through the principal of the teacher's school? If yes, is this standard operating procedure in all of the schools you work with? Some of the schools you work with?

d. Do teachers ever contact you personally with their individual requests? If yes, how many times per week do you get direct calls from teachers about their problems or needs?

e. Do you ever go into the schools to talk to teachers and find out what their needs and problems are when they have not specifically requested you to come? About how many times per week do you do this?

f. In the past month, how have most of your requests been generated? Has this changed since you began work, in other words is the method by which you become aware of needs or problems different now than it was when you began work?

g. Do you feel that you have developed any regular routines in your method of generating requests that have not been covered in the questions already answered? If so, what are they? If not, do you hope to develop routines, or do you feel that this is unnecessary?

h. Do you ever call group meetings in order to get requests? (i.e., attend faculty meetings, superintendents' meetings, etc.). About how many times per month do you do this?

i. Do you sometimes feel that your clients ask for information to please you? In other words, that they make a request because they feel that you expect them to, rather than because they really want the information? If so, approximately how many times have you felt this way since you began working?

3. As a rule, do you help the client to "diagnose" his need or problem, or do you usually accept the client's initial statement of the problem?

PROBE: If the respondent feels that he diagnoses, ask him what his techniques are, and how successful he feels that he has been in getting clients to look at problems or needs from several perspectives.

PROBE: Do you feel that it would be useful if you could do more diagnosis? Or do you feel that diagnosis is unnecessary or unwise at this stage in the program? If yes, what factors hinder you from spending more time on diagnosis. If no, why do you think diagnosis is not a wise procedure at this point?

4. When information is returned to a client from the retrieval staff, are you able to read it before giving it to the client? How often -- that is for what percent of the returns -- are you able to read the material?

PROBE: When you read the material, do you make any notes about items or information which you feel is particularly applicable to the client's specific need?

5. What kinds of procedures do you use for returning material to the clients? Do you send it out by mail, or return it personally?

PROBE: Does your method of returning material ever vary, and if so, under what conditions?

PROBE: If respondent sends material out by mail or messenger, ask him how he follows up on it. For example, do you make an appointment with him to discuss it in a few weeks time, do you drop in casually at a later date, call him on the telephone, or what?

PROBE: If respondent returns material personally, ask him whether he discusses the material at that time, or whether he returns at a later date to discuss it, or discusses it later over the phone.

6. On the whole, do you think that you have helped the clients to explore alternative solutions to their needs which may be highlighted by the material sent out from the retrieval unit?

PROBE: If the respondent feels that he has helped the clients to do this, ask him to describe an example where he has helped.

PROBE: Do you think that most of your clients are willing to discuss alternatives or do you think that many of them have already made up their minds about the most appropriate solution to their problem and want information primarily to help them in carrying that solution out?

PROBE: In most cases, do you think that the material helps the client to highlight alternatives that are appropriate for his needs? Have any of your clients felt that the material was irrelevant, or not what they wanted? About how many? Could you give an example of a case where the material was felt to be irrelevant? Did you agree with the client's evaluation of the material?

7. How many times have you had to tell a client that you could not get the information that he wanted?

8. Which of the following types of information have been most useful for your clients? (Ask him to rate them very useful, somewhat useful, least useful) (Read the whole list through once before you ask the respondent to rate the various types.)

____ ERIC abstracts
____ PREP packages
____ other packaged material (CAP, PEP, etc.)
____ hard copy, i.e., full length articles, books, etc.
____ information obtained from site visits to other schools
____ information obtained through technical assistance teams, or visits from state consultants
____ other types of material (if respondent says that he has found other types of material useful, ask them what these are.)

9. From your experience so far, would you say that some of the above materials have been very applicable in some situations, or for some kinds of problems, and less useful in others?

PROBE: If client responds affirmatively, ask him for more details for each different type of material.

10. Several of the field agents have noted that they have begun implementing new ideas or projects in their clients' schools. Could you please tell us about the implementation activities that have resulted from the program, and what role you have played in implementation in each case? What other implementations do you think will begin in the near future?

11. Do you think it is important to make call backs to a client after your initial discussion of material? If so, why?

12. Some field agents have noted that they feel that the dissemination program will have its greatest impact through working with the problems and concerns of administrators, since administrators have the authority to institute broad changes in a school system. Others have mentioned that they feel that greatest success will be found with teachers, because teachers are closer to the real problems and needs in a school, and they have more time, in general, to devote to the development of new practices. How do you feel about this?

PROBE: In your work so far, do you think that you have had more impact on teachers or administrators?

B. Communication Networks

1. How often do you talk to the director of the Dissemination Project in your state? (Try and get number of times per month)

PROBE: Do you usually get in touch with him, or does he call you?

PROBE: Under what circumstances would you initiate contact with him? What do you usually talk about when you get in touch with him?

PROBE: Under what circumstances would he contact you? What would you usually talk about when he gets in touch with you?

PROBE: Has the project director ever visited you in your office or in the field? How often has this happened?

2. How often do you talk to the members of the retrieval staff? (If there is more than one person on the retrieval staff, find out who they talk to most often.)

PROBE: Do you usually get in touch with him (her, them)? Or does he (she, they) get in touch with you?

PROBE: Under what circumstances would you contact him/her? What would you usually talk about when you contact him/her?

PROBE: Under what circumstances would he/she contact you? What would you usually talk about when he/she contacts you?

3. Do you ever write to the project director or the retrieval staff apart from routine information requests or regular reports? Under what circumstances have you done this?

4. Have you worked out any routine operating procedures with the retrieval staff or the project director in keeping records about requests and material sent out? How does this work?

5. Do you ever get in touch with other field agents in the state, other than at official project staff meetings?

PROBE: If yes, then under what circumstances have you contacted another field agent? How often has this occurred? What have you talked about?

6. Have you ever had contact with SEA, State Board of Education consultants who have been called in to help with a client's problem?

PROBE: If yes, what problems have consultants been called in for?

PROBE: How was the decision to use consultants in these cases reached? Did the client ask for them, did you suggest it, did the project director make the decision, or what?

7. Do you feel that you have enough communication with the project director? How about the retrieval staff? Other field agents? Would you like to have more frequent or regular communication?

8. All of the resource agents are situated in an intermediate organization. In Utah, this is the regional service center; in Oregon, the Intermediate Education District; and in South Carolina, the school district offices. We would like to know a bit more about your relationship with these organizations and their personnel.

a. Do you know most of the people in the (center, IED, district office)?

b. Do you talk to other people in the (center, IED, district office) about the project and what you are doing?

PROBE: If yes, who do you talk to most frequently (name, position)?

PROBE: If yes, about how often do you talk to people in this organization in a given week? What kinds of things do you talk about?

c. Do you feel that the (director of the center, IED superintendent, district superintendent) has any influence over the way you operate in your job?

PROBE: If yes, what kind of influence.

d. Are there any ways in which the (director of the center, IED superintendent, district superintendent) have been helpful to you in carrying out your tasks as a field/resource agent/communications specialist?

e. Are there any ways in which he has made your job more difficult? What kinds of ways?

f. How would you characterize his interest in the project -- enthusiastic, "wait and see," negative?

g. Are there any other people in the organization who have been especially helpful or unhelpful? Who? In what ways have they been helpful or unhelpful?

C. Attitudes toward the Field Agent/Resource Agent/Communications Specialist Role

There are a number of questions that we would like to ask you about your feelings toward your role as a (give state title). These questions are not intended to probe into the psychology of the individual field agent, but rather to explore certain generic problems which might arise in the field agent's role. For the most part, these issues have been derived from suggestions of the training team, and discussions with USOE personnel.

1. Do you feel that you know enough about what is going on in the project outside of your own areas, and your own activities? In other words, do you feel that you have a good understanding of the project as a whole?

2. Do you feel that you know what is expected of you in your job? In other words, are there any areas in which you are not fully clear about your responsibilities, or the procedures that are expected of you?

3. Do you ever feel that you don't really know who your boss is, or to whom you are ultimately responsible? To whom do you feel that you are ultimately responsible?

4. Have people ever made conflicting demands on you in this job, for example, the retrieval staff might want you to concentrate on one thing, while the client wants you to concentrate on another? Or the (director of the center, IED superintendent, district superintendent) wants you to keep certain kinds of records, while the project director prefers them in another form? If so, what kinds of conflicting demands have arisen?

5. Do you ever feel isolated in your job, or wish that you had a colleague whom you could discuss your job with more often?

PROBE: Do you think that it might be better to have two agents/specialists in each office, rather than just one?

PROBE: If respondent does not feel isolated, ask him if he feels that he really has made a place and a home base for himself in the center/IED/District office.

6. At this point, do you feel as if you are working as a team with the project director and the retrieval staff, or do you sometimes feel that you don't know what is going on in the SEA?

7. Do you feel that you have enough expertise in what is going on in education today to be able to really understand the problems of superintendents? How about principals? Or teachers?

8. Which of the following types of school staff do you feel most comfortable in dealing with -- superintendents, principals, teachers, or special staff? Do you ever feel really uncomfortable when you are dealing with any of these types of school personnel?

9. Do you feel that you are really accepted by the school staff in your area, or are some people still a bit skeptical about what you might be able to do for them? How committed to the project do you think most of the staff in your area are?

10. Do you feel that you have had any training or previous experiences which have proved to be helpful to you in being an agent/specialist?

PROBE: If yes, ask what these are, and why, how they were helpful.

11. How about personal skills which you feel might have helped you in your job? Do you have any personal characteristics which you feel have occasionally hindered your effectiveness?

12. Do you feel that your role is the most important link in making this project a success?

PROBE: If yes, ask for what reasons. If no, ask what aspect of the program they feel is the most important.

13. How important do you feel that your role is in motivating people to ask for information in the first place, and use it after they have gotten it? In other words, do you feel that fewer people would make use of the program if you were not there to motivate them?

14. Do you ever wish that you had more discretion in any aspect of your job, for example, in diagnosis, decisions about when to use consultants, or in implementation? In other words, do you feel that you might be able to do a better job if you could make more decisions on your own?

15. Do you feel that you have more autonomy in the way you operate now than you did when you began? Less autonomy? The same amount of autonomy?

16. Do you feel that you have more, less, or the same degree of responsibility as you thought you would before you began your job? Do you feel that your responsibilities have increased or decreased since you began working?

PROBE: If respondent feels that there has been a change, ask him in what areas, and in what ways.

17. What do you think the major rewards of being a field agent are at this point? What kinds of things make you feel really good about your job?

18. Do you ever feel that you have all of the responsibility for motivating people to get and use research, while they are the ones who receive all the credit once they begin to implement? In other words, do you ever feel that there is a poor balance between responsibilities and rewards in this job?

19. If you had to quit your job tomorrow, do you think that another person could step into your shoes easily, or do you feel that you have developed a special working relationship with you clients and others that could not easily be duplicated?

20. Would you like to continue being a field agent for another year? How about for another two years? Five years? Would you like to make a career of being a field agent?

PROBE: If respondent replies that he would not like to make a career of being a field agent, ask him why not.

21. Have you worked out any regular routines in the way thay you organize your activities or methods of operating with clients and other project members that you have not yet mentioned during this interview? If so, what are these routines?

22. Given your experience as a field/resource agent/communications specialist so far, do you think that it is better for a field agent to develop regular routines so that people know exactly what to expect from him or her; or do you think that it is better to handle each client as a unique case and vary the amount of time, consultation, etc. that you spend on their need or problem?

QUESTIONNAIRE FOR FIELD AGENTS FOR
RANKING OF HELPFUL INFLUENCES

Columbia University in the City of New York | *New York, N.Y. 10025*

BUREAU OF APPLIED SOCIAL RESEARCH 605 West 115th Street

April 22, 1971

Dear Field Agent,

Enclosed you will find the last question of the Interview Guide which the Field Observer used, or will use in the near future, to find out about your activities and attitudes as a Field Agent. We have sent this part of the questionnaire to you directly, instead of to the Field Observer, because the answer involves speaking about your relationship with the Field Observer, and about how he or she has affected your learning how to do your job better. We felt that you would be more comfortable answering this question without the Observer's presence.

We would appreciate your filling out the enclosed form and sending it to us as soon as possible.

Best regards from all of us in New York.

The Evaluation Team

How would you rank the following influences in helping you to learn how to be a field agent and how to do your job better?

____ trial and error in dealing with clients
____ advice from clients
____ the training team and their program
____ reports from the evaluation staff in New York
____ discussions of my role with other field agents
____ help or suggestions from the project director
____ advice and suggestions from the retrieval staff
____ advice or help from the field observer
____ literature that I have read on dissemination
____ advice or help from other colleagues (please specify) name and positions

____

____

____

____ Other (Please specify)

____

____

____

PROJECT DIRECTORS' WEEKLY LOG

ADMINISTRATOR'S LOG

September, 1970

Guidelines for Field Observers

Enclosed is a copy of the Project Directors' Log, a one-page check-list of some 30 possible job activities which we are asking the directors of the Pilot State Information Dissemination program to fill out each week. One copy of each weekly log should be retained by you, and a second copy sent to us in New York. The directors are instructed simply to check any activity in which they were involved during the previous week, and to double-check the ones they spent the most time on.

Our aim, in keeping the log so simple and brief, was to increase our chances of obtaining compliance by the directors. We think even such rudimentary information will give us some rough indication of the general areas and direction of activities being emphasized by the different directors. Obviously, we are interested in more detail about what each director is doing, but rather than burdening him with a request to supply it initially - or on the log sheet - we hope you may be able to obtain it for us.

When you receive the director's log sheet for the previous week, we wish you would note which items are double-checked, i.e., the activities to which he devoted most time. The implications of many of the items are clear, but there are certain items on which we want more detailed information. We have listed these items below, indicating the kind of additional detail we hope you will provide. If you have been in the State education office the previous week, you may already know these details. If not, it is important that you discuss the designated activities with the Project Director as soon as possible. Then send us one copy, along with the responses to your probes.

Date _______________

PROJECT DIRECTORS' LOG
(Weekly)

The following is a list of activities in which you might engage during an average week. Please check any activity in which you were involved in the past week (include weekends if you were working on the pilot State dissemination program).

1_____ Locating sources of information, e.g., R & D Centers, ERIC
2_____ Communicating or negotiating with sources of information
3_____ Working on an index system for information retrieval
PROBE--- 4_____ Recruiting new staff
PROBE--- 5_____ Making long-range plans
PROBE--- 6_____ Gaining the collaboration of other SEA divisions
PROBE--- 7_____ Setting up technical assistance teams to visit schools
8_____ Informing school personnel about the pilot dissemination program
9_____ Informing SEA personnel about the program
10_____ Informing legislators about the program
PROBE---11_____ Informing other visitors about the program
12_____ Communicating with the other two States that have pilot dissemination programs
13_____ Attending meetings in the State Education Agency
PROBE---14_____ Visiting local schools
15_____ Visiting an intermediate education agency, e.g., Development Council. County Superintendent's Office, Educational Service Center
16_____ Travelling and visiting outside of the State
PROBE---17_____ Keeping informed about the work of the information retrieval staff
PROBE---18_____ Assisting the information retrieval staff

Keeping informed about the work of the field agents:
PROBE---19_____ by personal contact
20_____ by looking over records, time sheets, correspondence, etc.
PROBE---21_____ Assisting field agents in solving problems which arise in their work
PROBE---22_____ Reporting to the USOE
PROBE---23_____ Other contacts with USOE
24_____ Handling budgetary matters
PROBE---25_____ Handling problems of inter-personal relations within staff
26_____ Providing facilities, supplies, etc. for staff
PROBE---27_____ Reporting to a superior in the State Education Agency
PROBE---28_____ Revising the goals or priorities of the program
29_____ Other (what?)
____

30_____ _______________________________________

31_____ _______________________________________

Which of the above activities did you devote most time to? (Please indicate above by double-checking no more than eight activities.)

Item #　　　　　　　　PROBE

4.------Recruiting new staff:
We would like to know the name and background of any new staff member and his job (even who the candidates for a position are and the basis for the choice between them). If the new staff member is a replacement, the reason for the necessity of a change is of interest.

5.------Making long-range plans:
If this item is double-checked, it may indicate activities of interest to us. But just what specific activities he is implying could range (conceivably) from having a discussion or conference with the State agency's budget officer to reading a book. Just what does he mean? Are there any specific plans, decisions, etc., that we should know about?

(28)----The same kind of probing would be called for if item 28 on the check-list -- "Revising the goals or priorities on the program" -- is double-checked. What specifically was the revision in goals?

6.------Gaining the collaboration of other SEA divisions:
This may be one of the major problems faced by project directors since SEA staff members previously had direct dealings with local schools and school personnel. There is the possibility therefore, of inter-divisional jealousies. Thus, if a project director indicates that he has spent considerable time on this activity, we would like to have more specification of exactly what his efforts were, which SEA staff members he was talking with, what their attitudes about the program are, etc.

7.------Setting up technical assistance teams to visit schools:
As you know, we want close observation of the work of technical assistance teams. We therefore expect that you will accompany them on their visit to your case study schools. For teams which will not be directly observed, we would like to know at least the following: Who is on the team? What is the problem it will be attempting to give help on -- and where? How is a team chosen or formed -- what is the basis for selection of personnel? (Also add this information for teams which you have observed.)

11.------Informing other visitors about the program:
Who were the visitors? What is the basis of their interest in the program or the director's interest in telling them about it?

14.------Visiting local schools:
We would like to know-
1) which schools and/or districts were visited
2) why they were visited
3) who initiated the visit
4) what the project director did while he was there (who he talked to; whether he made a speech; whether he spent any time observing, and if so, what aspects)
5) what he learned from his visit, and
6) his impressions of the schools receptivity to the program, how well the program is going there, etc.

19.-------Keeping informed about the work of the field agents by personal contact;
or

21.-------Assisting field agents in solving problems which arise in their work:
Which field agent? Also, specifically what the director and field agent were talking about, working on; what is the director's general assessment or attitude about that agent; what problems if any, were discussed? etc.

(18)-----The same kind of information or probing might be needed if the similar item for the information retrieval staff was double-checked.

22.-------Reporting to the USOE; or

23.-------Other contacts with USOE:

1) What kind of contacts?
2) Who initiated the contact and why?
3) What specifically was under discussion?
4) What is the project director's reaction to USOE? We are interested generally in the climate of relations between the State departments of education and the USOE and would like any information you can get on this subject.

25.-------Handling problems of inter-personal relations within the staff:
The direction of interest here is probably obvious. What problems? Which staff members? Is it a situation which has any significance for the project, etc.?

27. Reporting to a superior in the SEA, a double check on this item may give us some leads about what is happening internally in the State Education Agency. What we need to find out is:

1) who he talked to
2) what his relationship is to the project director - i.e., an immediate superior, such as a director of research in the State Educational Agency; or a top administrator, such as the State Commissioner or State Superintendent
3) Whether this was just a routine office operation or an indicator of something important going on in the SEA.

FIELD AGENT'S DAILY LOG

Columbia University in the City of New York | *New York, N.Y. 10025*

BUREAU OF APPLIED SOCIAL RESEARCH
605 West 115th Street

October 7, 1970

Dear Field/Resource Agent:

In order to assess the development of the Pilot Project for Dissemination in your state, it is necessary for us to know in detail what you are doing, and how you are spending your time. We feel that the easiest way to get this information is through a checklist of activities, rather than asking you to keep notes on everything that you do every day. In drawing up the enclosed Log, we have tried to include all of the major activities which you might participate in, and all of the people whom you might see frequently. At this point, our plan is to ask you to fill out one of these forms every day for a period of several weeks in the beginning of the program (soon after the training session) and then again during selected weeks later in the year. We realize that it would be too burdensome to ask you to do this every day during the entire project, but in this way we can find out not only what you are doing, but how the pattern of your activities may change as the program takes shape. This type of information will be in addition to the more informal contacts which you will have with our field observers, who will gather information about the qualitative aspects of your job -- its rewards and successes, disappointments, problem areas, and so on.

We are sending you the check list for your comments. Clearly, since it will be used in all three states, not all categories will be applicable to your job. We are, however, concerned about the possibility that we might have excluded important activities or types of people with whom you might have contact regularly. We would appreciate it very much if you would look at the Log and evaluate it in this light. Since we would like to have it ready soon after the training session, it is important that you return it to us as soon as possible.

(We would also like to note that we have used a shorthand term--"client"--to refer to any person in the school system who has already requested or might request your help. A client could range from a Superintendent of an intermediate school district to an individual teacher.)

Thank you for your cooperation.

The Evaluation Team.

Date____________________

Field/Resource Agent's Daily Log

A. Contacts with other people: Which of the following people did you see or talk to today? If you saw more than one in each category, please mark the number in the margin.

1_____State Program Director
2_____Superintendent or Administrator of an intermediate education district
3_____Superintendent of a local school district
4_____Elementary or Secondary Supervisor in a local school district
5_____Assistant Superintendent for Curriculum and Instruction in local district
6_____Subject Area Specialists in the local district
7_____Resource/Retrieval Center Personnel in the State Agency
8_____Technical Assistance/Consulting staff from the State Educational Agency
9_____Consultant or expert in a university or college
10_____Other Field/Resource agents
11_____Principal
12_____School teacher
13_____Other (please specify):
14_____Other (please specify):

B. Activities: Please make a check in front of every activity which you spent time on today. Double check the four activities which you spent the most time on.

1_____Visited a school to try to get it involved in the program
2_____Visited a school at its request
Provided information about educational practices:
3_____To someone who had not specifically requested it
4_____At the request of a client
5_____Referred a client to a source of information
6_____Requested information for a client from the information retrieval system
7_____Had other contacts with the retrieval system staff
8_____Set up or ran a training program for school staff
9_____Set up or ran a "field trial" of an innovation
10_____Helped a client to clarify his educational goals
11_____Helped a client to set up new educational goals
12_____Diagnosed a client's problem (rather than just accepting his own definition of the problem)
13_____Tried to deal with an interpersonal or intergroup problem in a school
14_____Helped a school to gain community understanding for its program
15_____Encouraged a school to try to determine its own needs (rather than being influenced by outside pressures)
16_____Helped a client to select an appropriate solution for a problem
17_____Helped a client to actually install a new practice or program
18_____Worked with a technical assistance team or with consulting personnel from the State Education Agency
19_____Worked with consultants or experts from other sources (e.g., universities)
20_____Contacted Technical Assistance or consulting staff of the SEA
21_____Contacted consultants or experts from other sources (e.g. universities)

22_____Tried to deal with a conflict or problem which arose between a local school, on the one hand, and the state or intermediate educational agency, on the other

23_____Interpreted, screened, or adapted information for a client which was received from the retrieval system

24_____Attended a meeting: What was the purpose:______________________
With whom:____________________

25_____Publicized the program to a particular group by giving a speech, making up a memo or a newsletter, etc.

26_____Asked a superior for assistance or advice in handling a problem

27_____Reported in writing to a superior (School superintendent, SEA director,etc.)

28_____Made an oral report to a superior (School superintendent, SEA director,etc.)

29_____Performed administrative tasks, such as filling out forms (other than this one), writing letters, helping to bring project files up to date, etc.

30_____Visited a school to see how a new program or innovation was going

31_____Spent time traveling to and from a school, the State Education Agency, etc.
How many miles?_________

32_____Other:______________________________

33_____Other:______________________________

34_____Other:______________________________

QUESTIONNAIRE ON INSTITUTIONALIZATION OF PROJECT WITHIN THE SEA

Columbia University in the City of New York | New York, N.Y. 10025

BUREAU OF APPLIED SOCIAL RESEARCH 605 West 115th Street

July 13, 1972

Dear (project director):

In looking over our data and trying to reach some conclusions about the extent to which the pilot state projects have been (or will become) institutionalized within the SEA or other relevant agencies, we decided that some additional information was needed. In consultation with (USOE officer), therefore, we have developed the enclosed questionnaire for all three project directors.

Would you please fill it out to the best of your ability within the next week and return it to us? As you know, we are rapidly approaching the final hour for our report, and will therefore need time to integrate your responses into our writing.

Since certain of the statistical questions might be difficult to answer with complete accuracy, we will be satisfied with your best estimates. Please add any comments which will help to clarify your responses.

Cordially,

Sam D. Sieber

Your name: ______________________________

1. Please estimate the proportion of the total project resources which were contributed by the SEA in each of the following categories:

	Fiscal 1970-71	Fiscal 1971-72
Personnel (full-time equivalent)	____%	____%
Facilities	____%	____%
Other (financial) resources	____%	____%

2. Approximately what percentage of the project's budget do you think will be absorbed by the SEA when the pilot project period (i.e., USOE funding) is ended; and what percentage, if any, by LEA's?

Proportion to be absorbed by:

SEA _____%

LEA's _____%

3. Has there been a firm commitment expressed by the appropriate SEA or LEA officials on the above (approximate) percentages?

	(check one) Yes	No
SEA:	____	____
LEA:	____	____

4. Suppose, hypothetically, that the USOE were to cut off all funding within the next few months. What kinds of changes do you think would be made in the structure and functioning of the program?

5. What proportion of the SEA consultants would you estimate have contributed their time and energy to providing professional services to the retrieval unit or to clients of the service?

% contributed services: _______%

6. What proportion of the SEA consultants would you estimate have received services from the pilot state project?

% received services: ______%

7. To what official (or position) in the SEA is the project director directly responsible for reporting on the pilot state project?

____
(position or title)

8. What kinds of formal communication mechanisms have been set up between the pilot state project and the SEA administration?

9. What proportion of the administrators in the SEA would you estimate feel the following ways about the dissemination service?

	%
Highly enthusiastic	___
Fairly supportive	___
Mildly supportive	___
Somewhat unsure about the service	___
Not well enough informed about the service to have an opinion about it	___

10. Thinking back to the first six months of the service, how frequently did each of the following problems arise?

	Often	Occasionally	Rarely	Never
Publicizing the program in an effective manner within SEA	___	___	___	___
Gaining cooperation from SEA consultants when needed	___	___	___	___
Overlap or competition with other SEA offices or functions	___	___	___	___
Gaining recognition for the contributions of the service within the SEA	___	___	___	___
Acquiring funds for extra or unanticipated budget items from SEA	___	___	___	___

11. What additional evidence is there for the institutionalization of the service within the SEA, intermediate agencies or LEA's? (Please enclose any supportive materials which you do not remember having already sent us.)

APPENDIX C

GUIDELINES FOR OBSERVERS AND FIELD AGENTS

NOTES TO THE FIELD OBSERVERS FOR THE PILOT PROJECT FOR DISSEMINATION

I. Why Field Work?

Although you have already decided to participate in this project, you may still be wondering why we have chosen to do our research in this way. Since the Bureau of Applied Social Research is in New York, and the three State projects are in Utah, Oregon, and South Carolina, why did we not choose to do a survey, or use questionnaires, instead of hiring people in the state to do field work? This is an important issue, because it illuminates what we expect from your work, the kind of information we hope to provide to the pilot project states, and what we ourselves hope to gain from it

We feel that the survey technique is a useful methodological approach to social problems, and social science. It is efficient, relatively inexpensive, and suitable for gathering large amounts of information with a relatively small output of human effort. It is, however, less useful for observing process, in this case the development of a complex program, in detail. With a series of surveys over a period of time we could expect to get a fairly good idea of changes which might be taking place in a program, as well as recording successes, failures, problems and so on. The information gained in such a manner would not give us the fullest possible picture, however, even with the most stringent of designs.

We are interested in gaining more than broad insights into the working of this program. We hope to gather day-to-day details about the activities of the Field/Resource Agents, about the client schools or individuals who request his services, about the Project Directors, and the Retrieval Staff. We also want to know about the quality of the relationship between the Field Agent and his role partners. For example, we would like to be able to answer such questions as how the Field Agent attempts to build a relationship with a client who is skeptical about the F.A.'s ability to help him. When asked this question retrospectively, one could not expect either the F.A. or the client to remember their initial reactions to each other, since their memories will most likely be conditioned by the state of the relationship at the time when we ask the question.

We are, furthermore, interested in finding out about issues which might be better ascertained through a less impersonal methodology than the questionnaire. It has been shown, for instance, that teachers usually report that a principal's support for an innovation which they would like to make is of no importance in their decision to try it; but other evidence suggests that this is, in fact, an important consideration. Thus, we want to get below the level of what people say they think, and try and find out what they really think as evidenced by their behavior, comments which they might make as an aside, and so on.

Another reason for using the field method is that we consider this project to be exploratory. In other words, we do not expect to come up with hard and fast answers about what works and what does not work. Given the fact that there are only seven Field Agents, covering a small segment of the United States, we feel that it would be most useful, not only for the states involved, but for others who might be interested in a similar program, to have rich, detailed information about minor problems and successes -- events which may be forgotten by the end of the program, or even the end of a week -- rather than just an overall assessment. Although at the end of the project we will not be able to produce a single formula describing how to set up such a program, we will have insight into important factors which may have made a program more or less successful. By gathering information continuously, we will also be able to produce reports during the program which might be helpful to the states in altering it to make it more effective. If we used a survey-type methodology, we would be limited to a final report which would be, of course, less useful for the project staff.

From the above, we hope that you understand our need to have an "eagle eye" on the scene; observing and recording interactions, comments, and occurrences which might at the time seem unimportant, but in view of later occurrences emerge as significant factors in the program. We hope that you will get to know the individuals and the environments which you are observing extremely well, so that you will be able to perceive such things almost as clearly as the real participants. In creating rapport with the people involved in the program, we hope that you will be able to elicit information from them which would be difficult, if not impossible, for a detached outsider to get. This is an important responsibility, for the Bureau of Applied Social Research's efforts to evaluate and make sense of this program will be entirely dependent on your work. Your major compensation in return for this responsibility will hopefully be the reward of "getting inside" social processes, and of participating in a major effort to change American Education.

II. Gaining Access

Your first problem may be that not all of the participants in the program will automatically be willing to cooperate with you. You may find that some will be skeptical of your motives, unwilling to spend time with you, or reluctant to open up. It is possible that you very presence with the Field Agent in a school may "contaminate" the situation, altering what it might have been. Your first task, therefore, is to gain the trust and confidence of the people that you will be observing, from the highest to the lowest levels.

The following guidelines may help you when you introduce yourself to program participants:

1. Explain you presence in simple language. For example, it would be better to say "I'm John Doe, and I am part of a team which is trying to get information about how this program is working", than to go into a long explanation about the purposes of the project, its design, etc. If people ask you about this, fine, but you do not have to volunteer the information. The archetypal example of the usefulness of the simple introduction may be found in the Anthropological literature. An anthropologist who was trying to observe an Indian tribe found that he encountered a great deal of mistrust and lack of cooperation, no matter how hard he tried to explain that he wanted to write a history of the tribe, record their culture for posterity, etc. When finally, in desperation, he explained his presence by the statement that he was there asking them questions because his boss told him to, he received immediate cooperation.

2. Do not deceive anyone about your intents. Even if you are asked an embarrassing or hostile question, such as "I've been burned by evaluations before, and I want to know whether you are doing an evaluation ?" respond affirmatively (although in that case you might add some words to the effect that this is an unusual evaluation in that we are not attempting to judge individuals, but only to find out how the program as a whole is working). If you are not frank, you may find yourself in trouble later.

3. Always appear to be interested, willing to learn and listen, but also make sure that the individuals have some respect for your own competences. In other words, don't play down your role.

4. Do not overstate, or understate the importance of the study to anyone. For instance, you should not imply that the study will either have no effect on the program's continuance, or that our findings will be taken as the gospel truth.

A second problem in gaining access is making sure that you approach the right people in the beginning. In other words, if you are trying to get some idea of where a school stands on educational research or a planned innovation, do not go to the teachers first, but clear your presence through the Superintendent and the Principal. This is absolutely essential, because if people in positions of power feel that you have gone behind their backs, you will find that your presence in the school is no longer acceptable. The same thing is also true when you are looking at sub-groups in the school. For example, you may find that teachers in a school are divided on some issue. Before you start talking to members of either faction, you should find out who the informal leaders are. This is something that new field workers often forget in their eagerness to get at the real source of what they are interested in. Even in the short run however it is usually worthwhile, because the leaders may be able to give you new insights, names of people who would be particularly interesting to talk to, etc. Since they are leaders, they may also have a more comprehensive picture of what is going on than the "little man".

In gaining access through leaders, you must also guard against what is known as the "elite bias". Leaders are often more knowledgeable and more interesting, and therefore there is a tendency to devote all one's time to them. Their perspective on the situation may be completely different than people in lower positions, however, and you should not accept their interpretations as exact. This is particularly true in the case of the Field Agent. Since you will have the most contact with him, and since he will be in all the schools, while you are in only a few, there will be a great temptation to accept his definition of the situation. This warning also has relevance for those of you who are observing the Project Director in the State Education Agency.

A final source of access bias comes from the fact that you will meet some people who are highly enjoyable to talk to, informative, open and so on. Because you like them, you will be inclined to spend more time with them, and trust their reactions to a greater degree. This is, to some extent, inevitable, since you can only talk to people who want to talk to you.

Insofar as it is possible, however, you should try to be self-conscious about this problem.

III. Reciprocity and Involvement

A third issue in field work is known as reciprocity. Briefly, this addresses itself to the fact that your informants are giving you something -- usually information. They will expect something in return, to reward them for their effort and their openness. One of your jobs is to determine what it is that they want, whether it be agreement with their point of view, a confidente, or an argument. When you have determined this, you should respond to them so that they receive the reward that they desire. Clearly this will not always be possible when you are discussing something with a group -- in this case try to appear as neutral and detached as is possible without alienating them. (i.e., don't take sides...) People may also ask for more substantive favors, such as information about a university, if you happen to be connected with one, and so on. Provide them with this as often as is possible, since it will keep your relationship with them productive and friendly.

The question of your personal involvement will arise at some point in the project, if not at the very beginning. In Anthropology this problem is known as the pull between being an "outsider" and "going native". In our opinion, neither extreme is a desireable one, because both extremes tend to produce biased information. If you remain an "outsider", you will never gain access to "inside information", but if you become identified with the project, or the Field Agent, or with a particular school, you will fail to have an overall perspective on the project. This is a difficult issue, and there are no real guide-lines which we can give you. We can suggest, however, that you might find it easiest to move between the two. In other words, if you find that you are becoming too involved, or that you are missing things because you are not involved enough, try to compensate for this by moving in the other direction for a while. If you do not feel at all involved, at least try to simulate it occasionally, since it will help to build trust in your respondents. We should also mention at this point that negative involvement (i.e., feelings of hostility or dislike of a person or situation) should be handled in the same way as positive involvement.

IV. Finally, a list of brief guide-lines:

1. Use your informants to their fullest: ask them about such things as a) the informal structure of the organization or group, b) the formal structure, c) the names of other people who might give you information, d) the history of the group, or a conflict, or whatever it is you are observing, e) advice on field procedures, such as how best to approach another individual, f) how they would interpret information which you have received from several sources (this may be useful when you find an informant who is particularly sensitive to the issues which you are examining. As an insider, he may have perspectives which will be very illuminating...) g) as a "gate keeper" to other sources of information and h) as respondent - subjective participant in the situation.

2. Do not intervene too much in situations in which you are observing. This is particularly important when you are observing a group. Try not to act in a way which could change the situation which you are observing. (For example, do not act as the right arm of the F.A.).

3. Maintain confidentiality at all times if it is requested. When you talk to an informant, you should tell him that everything he says will be considered "on the record", (i.e., we will feel free to mention what he says to a third party, using his name) unless he would prefer otherwise. He may make any comment during a discussion "off the record" - make sure to mark such comments in your notes, so that we will know about them. Since you will be working both with the client and the F.A., there may be some temptation to relay messages about perceptions and so on. Do not do this, unless your informant tells you to tell the other person.

4. Take notes, preferably while you are watching or talking to someone. Be particularly careful to get exact quotations of sentences or phrases which summarize a point or highlight a conversation. If it is impossible, or difficult to take notes (for example, some informants may be clearly uncomfortable at your taking down their words while you are talking to them, particularly if they have asked for confidentiality) do not take notes but leave the room immediately afterwards and write down everything that you can remember (again try to get quotes.)

5. Go with the Field Agent on all important visits to schools. Keep in touch with him at all times so that you will know when things are going to happen.

6. Go to the school without the F.A. - you may find that you can get more cooperation and time if he is not there.

7. If you are covering the State Agency, do not always make appointments, (or make an appointment with one person, and then drop in on others if you have to travel to get there.) We do not want them to prepare for your visits.

8. Keep a record of everything that is given to you by us or by any of the program participants. You may also want to keep copies of your field notes for your own reference.

9. Appear friendly and interested at all times.

10. Don't get underfoot, or disrupt the normal activities of the people whom you are observing. This is the quickest way to make yourself persona non grata. For instance, do not try to get a teacher out of her classroom to interview her, or insist on an interview with the Field Agent on a particularly busy day.

Evaluation of Pilot State Dissemination Program
Columbia University

GUIDELINES FOR FIELD OBSERVERS
(The Encounter Phase)

The attached guidlines have been drawn up for the use of the evaluation team's Field Observers when they are in the schools with the Field/Resource Agent. As the title suggests, they are not intended to cover every aspect of the Field Agent's role, but should serve merely as an outline of topics which may be important in the general case. At first we attempted to develop a much more complete set of questions and issues, but we found that the outcome was cumbersome and difficult to use, due to its length and specificity. We were afraid that if the guildelines were too specific, that the Observers would feel obliged to find "answers" to all the probes, and in the process miss important aspects which have not been covered in the outline. We would therefore like to stress, before discussing the use of these instruments, that we consider them a tool which may aid the field observer in his task, and not an exhaustive list of everything which may be important in the program.

The following anecdote will illustrate what we mean when we say that the guidelines should be used only as a tool. A reporter for a major newspaper was given the assignment to cover the most important social wedding of the year, which was to be held at 2:30 in the afternoon. When he arrived back at his office at 3:30, his editor asked him why he was back so soon. "Well", the reporter replied, "Nothing happened because the groom didn't show up, so I left." In fact, the newspaper probably would be much more interested in details about the non-wedding than the wedding itself had it gone off without a hitch. We would like therefore to stress that if something happens which is not included in these guidelines, it probably means that it is more important than if everything had gone according to design.

The guidelines are arranged by phases which may occur in the process of the change agent and the school personnel collaborating in a problem solving or innovating process. (You will note that this is the first and most important assumption about the Field Agent role. We expect that he will be called into a school primarily to help solve a problem or to help a school which wishes to install an innovation. If this is not what is happening, our field observers job will be to determine what is happening, and why.) These phases are:

1) Building a Relationship between the Field Agent and the Client
2) Diagnosing the Problem
3) Retrieving Relevant Information
4) Selecting a Solution or Innovation
5) Developing Supportive Attitudes and Behaviors

6) Maintaining Impetus for the Change
7) Stabilizing the Innovation
8) Creating a Capacity for Self-Renewal
9) Field Agent Detaching from the Client

We have organized the guidelines by phases primarily because we hope that we will be able to get a history of each encounter which the Field Agent has with one of the schools which we select for case studies, rather than merely gaining information about the important issues at stake. This does not mean that we feel that the issues should be subordinate to the history, but that they may become clearer when observed in the context of the development of the relationship over time.

Although nine phases have been included, we do not expect that they will always occur in the order presented above, or that they will always be easily distinguishable. For example, it may be impossible to discriminate finely between the process of building a relationship and diagnosing a problem, because in many cases these two phases will occur simultaneously. Or in another case the Field Agent may find it necessary to begin building supportive attitudes toward change before the problem can be fully diagnosed, if there are many interferences with the diagnostic process. It should also be kept in mind that the Field Agent will not be successful in every case, and if he perceives this in a school, he may begin detaching himself very early in the process, in order to more effectively allocate his limited time. The Field Observer should not try to force the data into these phases in the order in which we have listed them, but instead note where and how the phases differ from the "ideal type" which we have constructed here.

It should also be noted that the guidlines do not instruct the Field Observer about many things which are important in the interaction between the F.A. and the client. For example, we do not specifically ask you to record all the interactions and comments of people who are involved with the Field Agent in a school, or what goes on in a meeting between the Field Agent and others. Instead, we have assumed that you will record all such details automatically, as you would have done had we not constructed detailed guildelines. We assume that as Field Observers you are aware of the need for richness and depth in the data that we collect, and will not be distracted from this purpose by the outline.

Not all of the items in the guidelines will you be able to determine through observation, although this is the preferred method. If the client is very reserved, it may be difficult to get any impression about what he thinks of the Field Agent while he is interacting with him, or he may be skilled at hiding anxieties which he has about the problem or the solutions and innovations being considered. In such cases, it will be necessary for the Observer to use interviewing techniques in order to gather the necessary information. We have deliberately not drawn up probes for such instances under the assumption that these cases will be quite varied in their nature; and that the Observers will, because of their greater familiarity with the school, be able to deal with sensitive subjects in an individualized manner. (If interviewing is used, however, a record should be kept of all probles and questions used.) In other cases, the Observer may find it impossible to observe all the interactions between the Field Agent and the Client. If this occurs, which will hopefully be infrequently, retrospective interviewing should usually be done with the Field Agent and the Client individually (the telephone may be used in many cases) in order to determine whether or not they have different recollections about what happened.

The present directives do not cover the entire case history which we desire, but only the phase of the encounter between the Field Agent and the school. Following this encounter phase will be the follow-up of any intervention on the part of the Field Agent. While there will undoubtedly be some overlap between the Encounter Phase and the Follow-up Phase, because of the long-term nature of the latter phase we will develop separate guidelines for its observation.

As may be seen from the above discussion of the guidelines, we are giving the Observers a very free hand in deciding what is important and how detailed information should be gathered. We hope that this outline, and others which will be developed in the future as the need arises, will be helpful in fulfilling these goals.

Evaluation of Pilot State Dissemination Program
Columbia University

10/15/70

GUIDELINES FOR FIELD OBSERVERS OF THE FIELD/RESOURCE AGENT IN THE SCHOOLS

Phase I

BUILDING A RELATIONSHIP

A. Initiation Process:

Try to find out who initiated the contact between the Field Agent and the client (for example, did the client initiate it, or the F.A., or a third party) and how they initiated it (directly, indirectly through another person, etc.)?

Who did the F.A. first see when he came to the school? How was physical access to the school accomplished?

B. F.A.'s Perceptions and Previous Knowledge about the Client

Try and find out how much the F.A. knew about the client and the school before he went there, and whether this knowledge influenced his anticipations about what kinds of problems he would be asked to deal with, what kind of relationships he would have with the client, and so on.

C. Client's Perceptions and Prior Knowledge about the F.A.

Did the school personnel know anything about the F.A. before he came to the school? Did they have any preconceptions about what the role of the F A. would be? Do these preconceptions vary between the school personnel if several of them are involved? (For example, the principal might have a very different idea about what he wants the F.A. to do than an individual teacher...)

D. Interactions between the F.A. and the Client

1. Initial Encounter
We are interested in several dimensions here: 1) Who takes charge? 2) Is the relationship formal or informal? 3) Is either party notably active or passive in the interaction?

You should also take notes on everything that is done, and important things that are said during this initial encounter.

2. Establishing a cooperative relationship with the client
Here we are interested primarily in techniques that the F.A. may used to establish a good relationship with the client, and in general the F.A.'s style of presenting himself. For example: If there is any anxiety on the part of the client, how does the F.A. handle it? Does the F.A. present himself as a Colleague, a Messenger to the State Education Agency, an outside Consultant, a Diagnostician or what? Try to pick up key phrases which might indicate how the F.A. is presenting himself.

D-2 Continued

Also, how does the client present himself? As a Colleague? a passive User of information? A Skeptic?

Try to catch the quality of the relationship as it develops. Try and pick up what the client's orientation to innovation and experimentation is.

E. Terms of Work Involvement/ Contract between the F.A. and the Client

Is there any discussion of how involved the F.A. will be with the school? Any difference between the amount of time the F.A. indicates that he would be willing to spend, and the amount the client would like him to spend? Who is responsible for what, and for how long?

If a "contact" is established, is it implicit or explicit?

Who is most active in establishing such a "contract"?

(You will probably want to determine afterwards, with each person individually, how involved they expect to be in this relationship, and how involved they expect the others to be.)

F. Depth of Personal Involvement

We want to find out the degree to which the F.A. and the client are personally involved in the problem and change process being considered, and the degree to which they project this involvement. Do they have a stake in it?

For example: How much time does the F.A. spend trying to "get inside" what is going on in the school? Does he seem to treat this as routine, or is he really concerned about the individual aspects of the problem? Does the client want the F.A. to "get inside the school", or would he prefer a superficial consultation?

G. Personal need and Motiviations of the Role Partners

These issues, for the most part, will have to be determined by probes rather than by observation. What we want to find out is the personal needs of the F.A. and his clients, and the factors which motivated the school to request the services of the F.A. For example:

1. F.A. commitment to project - How important is this project to the F.A., relative to other things that he is involved in? For example, does he feel that it might be a "test case"?
2. F.A. need for approval, friendship - does the F.A. seem to have a high need for school personnel to like him?
3. Does the F.A. think that it is important that he have lots of personal influence over the problem solving process, or does he see himself primarily as a guide?

G. Continued

4. Client's motivation for contacting the F.A. - dissatisfaction with something in school or classroom? Feeling that it might be done better? Internal requirements of some sort, such as overload of pupils? Or are the primary motivations "non-rational"? What does the client see in it for himself?

5. Client's self-image as innovator - Pro, Anti, or Unsure?

6. Client's role defensiveness - Does the client have any strong protective feelings about his work, the school, or himself? Does he seem to be afraid to have the R.A. probing too deeply? Any hostility?

7. Client need for approval, friendship - (same as for F.A. - see above)

8. Client need for recognition - Does the client seem to feel that cooperating with the F.A. will earn him "credits" elsewhere - with colleagues or a superior?

PHASE II

DIAGNOSING THE PROBLEM

We are interested here not only in the final diagnosis itself, but in the process by which the diagnosis is reached; for instance, cause and effect models, the relationships between the F.A. and the Client during the diagnosis, problems which arise, and so on.

A. Gaining the client's cooperation - Just because the F.A. has been admitted to the school does not necessarily mean that he will have easy access to the real problems which motivated the client to request his services. What we are interested in here is the ease with which the F.A. is able to get the client to discuss the problems objectively, and the techniques which he uses to facilitate this.

1. Does the R.A. try to re-orient the client from solutions to problems?

   For example, if the client presents a solution (e.g., we want to try team teaching here) does the F.A. attempt to find out why, and redirect the client's attention toward the reasons why he might feel the need for team teaching? Or does he just accept the client's definition of the solution?

2. Is the client defensive about this? How does the F.A. handle it?

B. The Definition Process -- Because the aspects of the problem which are seen as important by either party will affect the analysis of the situation and ultimately the conclusion, what we are searching for here is the implicit coding schemes used by the parties, information-gathering procedure, types of resources used, to gather information, etc.

B Continued

1. Do they try to place the problem in the context of the school and/or community?

2. Is the problem just a sympton of a larger problem in the school? If so, is this brought out by either party and discussed?

3. Is any implicit coding scheme used? For example, either the client or the F.A. may see this problem as falling into a general class of problems which face schools, such as administrative problems, communication problems, etc.

4. Is there any attempt to look at the causes of the problem? If so, do they see only one cause or multiple causes? What is their implicit or explicit cause and effect model? What we are trying to get at here is the diagnostic orientation of the F.A. and the client. Where do they start their analysis? What do they look at next? What sorts of factors will they take into consideration? What sorts of factors do they fail to consider?

5. Do they gather information which might help them diagnose the problem? If so, what is it, and where do they go to get it? We are particularly interested in finding out whether they use expert resources in conjunction with complex problems.

6. Is an inventory made of situational restraints and opportunities, for example, system goals, system structure, openness of communications, resources and potential rewards which the system can give its members? Is this done by the F.A. alone, or by the F.A. and client together?

7. Do any difficulties arise in defining the problem?

   Is there any discrepancy between the client and the F.A.? If so, how is this handled? Are there problems of communication?

C. The Relationship between the F.A. and the Client during the Definition Phase

Here we are interested in such issues as 1) who dominates this phase? 2) How cooperative are the parties? 3) Do any anxieties or resistances arise on either side? 4) The general quality of the relationship; 5) The images which each party tries to present of his role, his capabilities, his involvement, etc.

D. We would like you to note any comments which you have about this phase which you may feel have not been adequately covered in our format. Has anything particularly impressed you about the definition of the problem? About the Field Agent? About the school or its personnel? Has anything unusual arisen?

PHASE III

RETRIEVING RELEVANT INFORMATION

Here we are concerned not only with the process of getting information from expert sources, but with the interpretation and translation of research findings or other types of knowledge.

A. Contacting Sources of Information

Does the R.A contact the State Information Retrieval Center? If so, how? How accurately does he specify the problem when he contacts them?

Are any other sources contacted? Local experts? Staff at intermediate education districts, regional resource centers, Universities? Friends? Another F.A.?

B. The Relationship between the F.A. and the Information Retrieval Center

1. What does the F.A. think about the center? Helpful? Not so helpful? Does he feel that they are an important part of his job?
2. Does the F.A. promise information to the client before he is sure that he can get it from the Information Retrieval Center?
3. Does the F.A. play an active role in suggesting where Technical Assistance Teams or Consultants from the State Agency might be Useful?

C. F.A.'S Use of Information

1. How carefully does the F.A. read what is received from the center? Does he feel that the primary responsibility for interpreting the information rests with him, or with the client, or is it a mutual responsibility?
2. How well is the R.A. able to interpret the output? Is he able to adapt it to a particular situation? Is he able to move from abstractions to concrete propositions? Is he able to tie together the results of several pieces of research, or does he not see this as part of his function?
3. Does the F.A accept the data or other information with unquestioning trust, or does he try to evaluate its reliability or usefulness with regard to the client's particular setting?
4. Are there any problems of communication? What?

D. Client's Use of Information

Look at the same items mentioned under II-C.

E. Client Activities in Gathering and Interpreting Information

1. Does the Client attempt to gather any information independently of the F.A.? For example, does he contact local experts on his own initiative? (or had he already done so before he called in the F.A.?)

2. Does the client use sources other than the F.A. to help interpret the information? In other words, does the information process take place within a social network of co-workers, or is it restricted to the client and the F.A.? Do others learn about and benefit from the information received by the original requester?

F. Relations between the Client and the F.A. during this Phase

1. We would like a description of the relationship between the client and the F.A., including such things as 1) whether they work together, and if so, how they interpret the information 2) who dominates this phase 3) whether they are satisfied with what the other is doing at this point, and reasons for satisfaction/dissatisfaction.

2. Are there any problems in interpreting the information?

For example, one or both parties may feel that the information is not relevant; or they may have trouble agreeing on an interpretation; or there may be outside interferences which impede an objective interpretation. How are these difficulties handled, if they occur?

G. General Comments by the Observer

As well as having a detailed description of the process of retrieving and interpreting the information, we would like to have your feelings about what has gone on, particularly if something has not been noted in the sections above We would be particularly interested in a characterization of the information seeking/using behavior of all parties.

PHASE IV

SELECTING A SOLUTION OR INNOVATION

Here we assume that the research findings have been translated into language which is applicable to the local situation. We are now interested in finding out by what process alternative solutions are presented, and how one appropriate solution is selected from among these. In some cases the process of developing alternatives will not be applicable, since the information received will contain the alternatives. For example, if the school has a reading problem, they may receive from the information center several techniques that have been developed to deal with that problem. However, in some cases, developing alternatives may not be so easy.

A. Involvement of the F.A. in the Selection Process - Presumably, since the F.A.'s time is limited, he will be more active in some instances, where problems and information are perhaps more complex, than in others.

1. How involved does he feel?
   Here we will be interested in such things as the criteria which he uses to decide how involved he will be, whether he feels that he has some stake in the client's choice of a solution, and whether he feels that there is one correct solution. This is a very qualitative issue, and hard to pinpoint, but try to pick up his personal orientation to the problem, as in I-F.

2. What is his behavioral involvement?
   Here we want to know whether he is active in helping to define the alternatives and choose a solution; whether he tries, either overtly or covertly to influence the choices made by the client, whether he works through problems and alternatives in a collegial manner, or whether he leaves the client by himself.

3 Does the client appear to be overly dependent on the F.A. in either defining alternatives, or choosing a solution?

B. Defining Alternatives

Here we are interested in what alternatives are defined, what process is used to reach these alternatives, whether the client and the F.A. are comfortable in handling alternatives, or whether discussing alternatives is merely a formality.

C. Criteria for Choosing a Solution

1. What apsects of the situation, the client and the alternative solutions are taken into account? In assessing feasibility, do they look not only at financial and staffing problems, but also at the effects of each solution on the school as an organization, on the relations of the staff to each other, on the relations of the school to the community and so on? Is "feasibility" used to screen out alternatives which are "too innovative"? Is there any controversy about feasibility?

2. Exploration of alternatives -- here we are interested in several issues: 1) Is any attempt made to gather more information about alternatives, such as site visits to innovating schools, or calling in consultants? 2) What is done to assess the potential benefits of change, and in what detail is this analyzed? 3) Is the solution or program adapted to the specific school? Who does this? 4) Is a trial demonstration period set up? If so, what are the plans for this?

D. Technical Assistance/Consulting Teams

Are T.A. teams called in at any point during this phase (or other phases)? If so: 1) who decided to call them in, 2) what was the reason for calling them in, 3) what is the relationship between the consultants and the F.A.? 4) What is the relationship between the consultants and the client?

We will be interested in such things as whether the consultants build on the work already done by the client and the R.A., whether the F.A. works with the consultants or detaches himself from the school at this point, where they are from and what they do while they are there.

E. Installing the Innovation

1. What sorts of changes are required for installing the innovation? How many people in the school will these changes affect? etc.
2. Are there any difficulties in installing the innovation, such as difficulties in getting supplies, difficulties in obtaining cooperation from relevant individuals, difficulties arising from disruption of the school, etc.? How willing is the school to make the necessary adjustments in meeting these problems?

PHASE V

DEVELOPING SUPPORTIVE ATTITUDES AND BEHAVIORS

This phase will not always come after installation, or at any one particular point. It will be most important when the planned innovation affects more than one person in the school and/or where it has implications for the philosophy of education or some other aspect where emotional feelings of either staff, students or community may be aroused. What interests us here is how difficult it is to develop support, how it is done, and to what extent the F.A. is involved in this phase.

A. Sources of Dissatisfaction and Potential Interference

For example, we would like to know how much potential hostility is perceived by various parties such as the F.A., the principal, teachers, etc.; what groups is it necessary to work with in developing supportive attitudes and behaviors; and what, specifically, are the sources of interference?

B. Tactics Used to Raise Support

This might involve such things as a publicizing program to the community, trying to involve the teachers in program planning, having a meeting with parents whose children will be affected, etc. Whatever the tactics, how adequate are they?

C. How Involved is the F.A. in Planning or Executing Support Tactics

You should look at issues of personal involvement and motivation I-F and I-G). (IV-A.)
Does he initiate, help to plan, point out areas of possible resistance which the client himself has not perceived, etc.?

PHASE VI

MAINTAINING IMPETUS FOR CHANGE

There is a tendency for innovations to be installed with a flourish, and then to fade away or be modified to the extent that they are no longer innovative. This may be particularly true when the source of innovation is an outside consultant, or when there is not enough support for the innovation. What we want to know is whether this is taken into consideration, whether it is seen as a problem, what is done to maintain interest and cooperation, and who is involved in this phase.

A. Is This a Problem, and If So, Is It Perceived as a Problem by Any Party? Who?

1. What kinds of activities are planned, if any, to help maintain enthusiasm about the innovation, or change in general? This might, for example, involve monthly meetings of teachers who are affected to report on how well they are doing, newsletters to the community, outside evaluations of how well the school is doing, periodic school-wide self examination, etc.

2. Who is involved in this phase?

The Superintendent - he might make a point of visiting schools who have innovated, to pat them on the back, give approval.

The Principal - might work individually with teachers, with groups of teachers, or with segments of the community.

The F.A. - may revisit the school to give encouragement, or make added suggestions after the change has gone into effect.

Innovating teachers - may talk about the innovation to other teachers, encourage them to try it.

B. Is The Original Change Used by Anyone as a Springboard for Further Changes?

In other words, is this change seen by either the school personnel or the F.A. as the first step, or is it a final step? Find out for all affected people.

C. Involvement of the F.A. in This Phase

1. How personally involved is the F.A. in this stage? (See other sections on involvement - I-F, I-G, IV-A).

2. Does the F.A. initiate his involvement in this phase, or does he become involved at the request of the client? (What we are trying to get at here is whether or not the client is dependent on the F.A., or whether he feels self-sufficient in this area.)

3. Does the F.A. help to plan tactics to aid in maintaining the impetus for change?

PHASE VII

STABILIZING THE INNOVATION

What we are interested in here is whether the innovation appears to have become an accepted fact in the school and community after a reasonable period of time.

If it is not stablized, what are the reasons for its failure? (Question all of the people who have been involved, at any point on this issue). If it is a success, find out how satisfied all those involved are with it.

PHASE VIII

CREATING A CAPACITY FOR SELF RENEWAL

Again, this phase will probably not be a separate one. It is, in fact, more likely to be an integral part of each of the other phases. What interests us is the extent to which the F.A. attempts to create an increased problem-solving capability in the client and in the school. "Self-Renewal" refers to the ability of the client to generalize his insights from this problem situation to future problem situations. Clearly, you will not be able to get any hard-and-fast answers to a question of this sort, but there may be indications of it in the interactions between the F.A. and the client, and in the client's behavior.

A. Does the F.A. try to Help the Client Set Up Semi-Permanent or Permanent Systems for Encouraging On-Going Self-Assessment or Change in the School? Or does he not see this as an important part of his function?

1. How does the F.A. go about doing this? For example:

   a) he might encourage creating rewards for innovativeness, such as public praise from a superior.

A-1 Continued

b. he might encourage getting the whole school involved in the innovation process, even if it is a small change.

c. He might encourage setting up organizational bodies in charge of regular evaluations of school goals, how well they are meeting the goals, what areas might be examined for change, etc.

d. He might encourage schools which have a successful innovation to demonstrate what they have done.

PHASE IX

DETACHING FROM THE CLIENT

This too may occur at any stage. What we want to know is when the F.A. begins to detach himself from the client, whether the client resists his detaching himself or encourages it, how it is done, and so on. How much follow-up does the F.A. give to a school with which he has had contact?

EVALUATION OF PILOT STATE DISSEMINATION PROGRAM

Columbia University

November 11, 1970

Guidelines for Field Agent Use of the Tape Recorder

We hope that using a tape recorder will make the job of keeping an account of your activities less onerous and time consuming. If you familiarize yourself with the sheet of questions on the attached page, we expect that you will be able to do your recording while you are driving to or from a school, or home from work at night. The tape recorder will replace the earlier Field Agent Daily Log, which you received in Missouri.

As an example of how the tape recorder may be used, let us examine a hypothetical day in the life of a Field Agent. You have received a call or a letter from teacher X, in a school which is about 25 miles from your office. She is having a problem with a small number of under-achieving students in her classroom, and wonders if you could help her. You have discussed this with her briefly over the phone, and have found out that the children in question are from Mexican-American families, are about a grade-level behind the other students in her class, and are having particular difficulties with English and spelling. Her class is a sixth grade one.

As you are driving to the school, you might record this information, along with other items, such as what you know about the principal, the school district, some of the other problems in the school district, and your impressions of what you think that you will need to find out before you can help teacher X. This should take no more than a few minutes.

After your visit to the school, when you are driving elsewhere, you might again turn on the tape recorder, and report such things as who you saw, what was discussed, how sincere the teacher was in wanting to handle the problem, what the atmosphere in the school was like, and other general impressions about what you did when you were there.

On other days, you may find that you will be spending most of your time in your office, catching up on paper work. When you go home in the evening, you might record what kinds of things were handled, how your day was organized, what kinds of problems or issues you are tackling in the office and so on.

We would like to make it very clear that we are looking for more than merely what you did - we would also like to know how you felt about it. If you went to a school did you feel that you made a "hit", or are you worried that the client is skeptical about what you can do for him? If you spent a day in the office, did you manage to iron out a problem which has been worrying you for a couple of days, or did it just seem to get more complicated? This does not mean that we are asking you to do an in-depth analysis of your every move, or that we expect you to comment on everything that you did, but it will be very helpful to us in understanding the Field Agent role if we can get qualitative material about your work life.

These tapes will be given to our Field Observers who will send them directly to us. Since some of the State Project Directors have requested that we keep track of the day-to-day activities of the Field Agents for them, we will summarize the activities in some and send these summaries to them. They will not, however, be sent full transcripts of the tapes. This decision was made to ensure that you would not feel reluctant about expressing your feelings about a particular visit, or school, or the State agency. If you feel that you have said anything which you would prefer were kept confidential, you may note this on the tape. (If you have indicated that you would like a statement to be confidential, it may be used in our reports, but it will be used in such a way that you will not be identifiable.)

We feel that this will be a satisfactory arrangement for everyone, and hope that you may even enjoy keeping your verbal diary.

QUESTION GUIDES FOR TAPE RECORDED LOG

I. Who did you see today? Give names, positions, whether they were groups or individuals, etc. This should be done not only for your clients, if you were holding publicity meetings) but also for people who come into your office to talk about the project, and others who may be connected in some way (such as the State Project Director).

II. Where did you see them? Did you visit a school, and if so where? What kind of school is it, what is the community like, and so on. If, for example, you visited with a Superintendent, was it in your office, or did you go to him?

III. What happened?

a. If it was a meeting with a group, or an individual other than a client, what was the purpose of the meeting? What happened during the meeting? What were the outcomes of the meeting? Did any problems arise? Did you learn anything new or significant, and if so what?

b. If it was a visit with a client:

Building a relationship

1) How was the contact made? If it was your first visit, how did you go about building a relationship with the client? At whose initiative did you visit? Were you satisfied with the meeting?

Identifying the problem

2) If the client requested your help, how did you go about identifying the problem? Was it difficult or easy to identify the problem? What is the problem? Do you think that you and the client will be able to handle it easily, or is it a major problem? Did the client have a clear cut notion of what the problem was, or did he want your help in defining it? etc.

Getting information

3) How did/will you go about retrieving information? What resources will/have you used? What kind of information did you get back, if you have received any? Do you think that the information was useful? Have any problems arisen in trying to retrieve information?

Using information

4) What did you and the client do with the information after you had received it? Did you go over it together? Did the information help you to determine solutions to the problem? What kinds of alternative solutions were identified? What is being done to implement a solution. Are there any problems in choosing or implementing a solution?

c. If you were working alone in your office, what kinds of activites were you occupied with? Writing reports? Reading information for the client? Clearing up administrative problems? Did any new problems arise? Did you solve any old problems?

IV. How do you feel about what happened during the day? Did anything happen that made you feel really discouraged? Anything that made you feel that you had been successful at something? Was it a fairly routine or an exciting day? Are you getting a better idea of the best way to do the job? Are you feeling self-confident or not?

APPENDIX C

INDEXING SCHEME FOR QUALITATIVE OBSERVATIONS

INDEXING SCHEME FOR QUALITATIVE OBSERVATIONS

I.	Needs, problems identified
II.	Field Agents
II.1.	Interaction
II.1.a.	Interaction among field agents
II.1.b.	Interaction with other project staff
II.1.c.	Interaction between field agents and clients
II.1.c.1.	General Comments
II.1.c.2.	Input interaction
II.1.c.3.	Output interaction
II.1.c.4.	Processing problems
II.1.d.	Technical Assistance Teams, Consultants
II.1.e.	Interaction with Intermediate Agency
II.1.f.	Interaction with USOE, SEA, R&D, etc.
II.2.	Marginality-----Integration-----Cooptation/Domination
II.3.	Understanding of Program Goals
II.4.	Job definitions
II.5.	Selection of Clients
II.6.	Retrieval
III.	Retrieval Staff
III.1.	Interaction
III.1.a.	Interaction between retrieval staff and other project members
III.1.b.	Interaction with SEA/Consultants/Other organizations
III.2.	Marginality-----Integration-----Cooptation/Domination
III.3.	Understanding of Goals
III.4.	Job definitions
III.5.	Processing problems
III.6.	Bookkeeping, filing, storage of information
III.7.	Dissemination problems
IV.	Project Director
IV.1.	Interaction/Relations/Supportiveness
IV.1.a.	Interaction with project staff
IV.1.b.	Interaction with SEA
IV.1.c.	Interaction with other organizations -- USOE, R&D Centers, etc.
IV.2.	Marginality-----Integration-----Cooptation/Domination
IV.3.	Understanding of Goals, New goals
IV.4.	Job definitions, style of leadership, director's role
IV.5.	Selection among clients
IV.6.	Other managerial problems, issues, topics
V.	Attitudes toward Educational Research/Research Establishment
V.1.	Among project staff
V.2.	Among clients

VI. Training

VII. Field Observers

- VII.1. Attitude of project staff toward field observer
- VII.2. Field observer interventions
- VII.3. Other problems (administrative, role problems, etc.)
- VII.4. Evaluation project in general, or specific issues

VIII. Clients

- VIII.1. Utilization of information
- VIII.2. "Self-renewal," assumption of responsibility to seek info.
- VIII.3. Comments about project
- VIII.4. Client Characteristics
- VIII.5. Absorption of material -- reading, assimilation
- VIII.6. Evaluation of material -- quality, relevance
- VIII.7. Awareness

IX. Format of Information (abstracts, packets, etc.)

(A set of instructions regarding each category were provided for the coders. See the following pages.)

CODING SCHEME

I. Needs, problems identified -- we are still interested in a list of the needs and problems which are picked up.

How are the problems identified?

Who identified or initiated the problem/need?

II. Field Agents

1) Too much communication -- Too little communication

Vagueness of communication -- Clarity of communication

a) Communication among F.A.s

When does this occur, for what reason, etc.

Note any expressions of sentiment about communication, such as wanting more, not feeling that it is worthwhile, etc.

b) Communication between the F.A. and other project staff (Direct F.A. initiated communication with retrieval staff or project director)

Please note, if possible, the nature of the communication, the motivation for initiating the communication, and any feelings about communication with the retrieval staff or the project director

c) Communication between F.A. and clients

1) general comments, observations made by any person connected with the project about F.A. style, mode of operation, etc.

2) input communication -- i.e. observations about gaining access or diagnosing problems or needs, evidence of passivity or initiative on the part of the F.A. in this phase

3) output communication -- i.e. observations about interpretation of material, followup with clients, and attempts to implement innovations, evidence of passivity-initiative on the part of the F.A. in this stage.

4) processing problems -- observations about the inapplicacability of material, difficulties in innovating, etc. Evaluations of material received by client or F.A.

d) Technical assistance teams (observations which do not fit under II.1 c)

2) Marginality -- Integration -- Cooptation/Domination

Symptoms of marginality: feelings of insecurity, feeling that the F.A. is not part of a network, is expendable, lack of knowledge about things that are going on that he should be aware of, lack of respect on the part of clients for his ability to handle their problem, etc.

Symptoms of integration: feelings that he is part of a network, that he understands what is going on in his area and the project, feeling of security, having people that he can go to to discuss his problems, etc.

Symptoms of cooptation/domination: (over-integration) over-reliance on sources of support within any part of the school system or project system, spending all of his time on one person's pet project, etc.

3) Vagueness about program goals -- Flexible about program goals -- Ritualistic adherence to program goals

Any observations that indicate the F.A.'s understanding of the program, evidences of goals displacement or goal succession, etc.

4) Narrow job definition -- Flexible job definition -- Inflated job definition

Symptoms of a narrow job definition would include any attempts to limit responsibilities in any direction, refusal to handle requests, never short-circuiting even though he could have handled requests himself, etc.

Symptoms of a flexible job definition include modification of definition to fit the nature of the client and his requests, ability to adjust to overload or periods of few requests, occasional short-circuiting when the request was simple, etc.

Symptoms of inflated job definition would include a great deal of short-circuiting, overemphasis on lateral communication, persistent attempts to enlarge the nature of client requests, becoming a product champion, etc.

5) No selection among clients -- Overselection of one type of client

No selectivity may result in overload, too great a selectivity may result in handling only a few types of problems. Look for indications of this, although they will probably be few.

III. Retrieval Staff

1) Too much communication -- Too little communication
   Vague communication -- Clarity of communication

   a) Communication between the Retrieval Staff and other project members (direct communication initiated by Retrieval Staff member)

      See II.1 a)

   b) Communication with SEA/Consultants/other organizations

      One of the responsibilities of the retrieval staff is to gain access to resources which may be used whether for information or for implementation. Thus, we need to know when, and how often such contacts are made, and the nature of the contacts. A great deal of contact with consultants from any source might indicate that research material is not being used, too little might indicate that the retrieval staff is not tied in with the people who could help on the project. Such communication patterns might also be directly related to marginality-cooptation, see below.

2) Marginality -- Integration -- Cooptation/Domination

   See II.2.

   Other symptoms of marginality among retrieval staff might be lack of knowledge about what the field agent is doing, lack of communication with the project director, etc.

   Other symptoms of cooptation might include too much reliance on SEA consultants, too much priority given to requests from certain parties (particularly in the SEA), etc. Any evidence that the Retrieval Staff is particularly client-oriented, or particularly SEA-oriented should be included here.

3) Vagueness about goals -- Flexible understanding -- Ritualistic adherence to program goals

   See II.3.

4) Narrow job definition -- Flexible job definition -- Inflated job definition

   Symptoms of a narrow job definition might include using only ERIC as a resource, never selecting among materials to be sent out, refusal to make on-the-spot policy decisions when necessary, etc.

   Symptoms of a flexible job definition would include some, but not overselection of materials to be sent out, occasional short-circuiting of research-based material files, etc.

Symptoms of an inflated job definition would include acting as a consultant, emphasizing visible activities, taking over administrative tasks, making many policy decisions, overemphasizing the importance of retrieval tasks as opposed to F.A. tasks.

(All direct relations with clients by retrieval staff go into job definition.)

5) Processing problems -- cost/time factors, lack of access to adequate consultants, inability to find materials. Should not be coded in this section unless it does not really fall under sections dealing with cooptation, goals, and job definition. Hardware issues -- problems with computer, QUERY, etc.

IV. Project Director

1) Too much communication -- Too little communication

Vagueness of communication -- Clarity of communication

a) Communication with project staff (direct communication, initiated by the project director)

See II.1 a)

b) Communication with SEA

We are interested here primarily in the relations between the project director, the project as a whole and the SEA. Thus, we want to know not only the frequency of the communication, but what kinds of communication are going on -- informal, formal. Also, feelings about the relationship of the SEA to the project.

c) Communication with other organizations -- U.S.O.E., R & D centers, etc.

Issues here are similar to those in IV.1 b)

2) Marginality -- Integration -- Cooptation/Domination

See II.2. and III.2.

We are interested here not only in evidences of the project directors personal marginality-cooptation, but also evidence for the marginality-cooptation of the project as a whole.

Examples of marginality might be spending very little time on the project as a whole, lack of understanding of what is going on either in the project or in SEA activities related to the project, etc.

Examples of integration might include spending a proportion of time on related SEA activities, being involved in planning long-range dissemination activities, having a clear idea of what is going on in the project, etc.

Examples of cooptation/domination might include spending all or most of time on other SEA activities, overstress on SEA priorities, high concern with imposing materials rather than receiving requests, etc.

3) Vagueness about program goals -- Flexible understanding -- Ritualistic adherence

See II.3.

4) Narrow job definition -- Flexible job definition -- Inflated job definition

Here we are primarily interested in the project directors administrative style, and his modus operandi. Does he see his job as a titular, or does he interfere continually in the day-to-day operations of the retrieval staff and F.A.s? How much time does he spend on making the program visible to influential others? Does he try to inflate or enlarge the program, etc.?

5) No selection among clients -- Overselection of one type of client

Does the project director ever define who is to receive priority attention? Under what circumstances, conditions? How much direction, etc.?

6) Other Managerial Problems, Attitudes, etc. that are not codable into above categories.

V. Attitudes Toward Educational Research and the Research Establishments

1) Positive -- Neutral -- Negative

Any member of the project staff

2) Positive -- Neutral -- Negative

Any client, SEA person, etc.

VI. Training Team

VII. F.O.s

1) Attitude of project staff to F.O.
2) F.O. interventions
3) Other problems (administrative, role problems, etc.)

APPENDIX E

TAXONOMY OF EDUCATIONAL TOPICS

TAXONOMY OF EDUCATIONAL TOPICS

- A- Age/grade level
  - 1- Early childhood, pre-school, kindergarten
  - 2- Elementary
  - 3- Junior High
  - 4- High school
  - 5- District level
  - 6- Non-specified, or general
- B- Curriculum and Related Methods -- (programs, teachers guides, etc.)
  - 1- Language Arts
    - 1- Basic skills or research generally on language arts
      - 1- Language development and skills
      - 2- Vocabulary development
      - 3- English grammar
      - 4- English literature
      - 5- Foreign language
      - 6- Linguistics
    - 2- Specific skills
      - 1- Reading
      - 2- Writing
      - 3- Spelling
      - 4- Speaking (speech)
  - 2- Mathematics
  - 3- Sciences
  - 4- Social Studies
    - 1- Geography
    - 2- History
    - 3- American problems (civics)
    - 4- Civil liberties
  - 5- Behavioral Sciences
    - 1- Anthropology
    - 2- Economics
    - 3- Political Science
    - 4- Psychology
    - 5- Sociology
  - 6- Art, music, drama
  - 7- Physical education (including outdoor education)

B- 8- Health education, sex education, family life education

9- Vocational education

- 1- Business
    - 1- Typing
    - 2- Accounting
    - 3- Shorthand
- 2- Shop
- 3- Agriculture
- 4- Auto Mechanics
- 5- Printing
- 6- Technical education
- 7- Job training, manpower development programs

10- Home economics

11- Driver education

12- Extra-curricular: athletics, debating, etc.

C- Instructional methods (Teaching methods) -- general

1- General programmatic approaches

- 1- Individualized instruction
- 2- Behavioral objectives
- 3- Programmed instruction, materials
- 4- Instructional objectives
- 5- Reinforcement
- 6- Team teaching
- 7- Micro-teaching
- 8- Simulated games
- 9- Role playing
- 10- Independent study
- 11- In-service teacher education
- 12- Effective teaching
- 13- Student teachers
- 14- Skill development
- 15- Concept formation
- 16- Problem solving
- 17- Task performance
- 18- Moral education

2- Methods relating to equipment, technology, facilities

- 1- Libraries, library services
- 2- Library learning centers
- 3- Instructional materials centers

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C-

4- Textbooks
5- Resource materials
6- Instructional media and instructional technology generally
7- Computer assisted instruction (computers, computer programs)
8- Teaching machines
9- Audio-lingual methods, skills
10- Audio visual (films, filmstrips, etc.)
11- Video tape recordings
12- Tape recordings
13- Instructional TV, educational TV

D- Counseling (Guidance)

1- College

  1- Admissions
  2- Choice of college; junior colleges
  3- Upward Bound, etc.

2- Occupational (Vocational) (Career)

  1- Choice
  2- Guidance
  3- Information
  4- Surveys
  5- Employment aid or files, etc.

3- Counseling generally: functions, role, training, services

4- Counseling: psychological and social work (family problems)

E- Students

1- Classroom and school discipline, deviance, juvenile delinquency

  1- Behavior, and behavior problems
  2- Attitudes
  3- Student-teacher relationships
  4- Drug abuse
  5- Dress, grooming
  6- Relations between the sexes

2- Student activism

  1- Student government, organization
  2- Demonstrations and disruptions
  3- Due process

3- Evaluation of students

  1- Grade cards, reports
  2- Parent conferences

E-

3- Testing

- 1- Tests generally: construction, reliability, results, validity, measurement instruments and techniques, rating scales
- 2- Tests, specific:
  - 1- Aptitude
  - 2- IQ, intelligence
  - 3- Achievement tests
  - 4- Aptitude tests
  - 5- Ability identification
  - 6- Attitude tests
  - 7- Self-evaluation

11- Student characteristics

- 1- Individual
  - 1- Child development studies
  - 2- Psychology of learning, learning theory
  - 3- Individual differences, development, etc.
  - 4- Sex differences
  - 5- Intellectual development
  - 6- Intelligence
  - 7- Perception
  - 8- Personality
  - 9- Cognitive ability, development, measurement, processes
  - 10- Age differences
  - 11- Adolescents
  - 12- Creativity
  - 13- Mental health of students
  - 14- Self-concept
- 2- Groups
  - 1- Special education
    - 1- Mental retardation
    - 2- Mentally handicapped
    - 3- Educable, mentally handicapped
    - 4- Minimally brain injured
    - 5- Physically handicapped
    - 6- Learning disabilities
    - 7- Aurally handicapped
    - 8- Blind and visually handicapped
    - 9- Speech handicapped
    - 10- Emotionally disturbed
    - 11- Gifted students, able students, exceptional children
    - 12- Under-achievers

E-

- 2- Socio-economic factors (background, SES, economically disadvantaged)

- 3- Cultural context
    - 1- Generally: cultural differences, culturally disadvantaged, disadvantaged environment
    - 2- Rural education
    - 3- Urban education

- 4- Minority groups
    - 1- American Indians
    - 2- Mexican Americans
    - 3- Negro students
    - 4- Migratory groups
    - 5- Ethnic groups
    - 6- Bilingual education (two-language instruction, second language learning)
    - 7- Equal education
    - 8- Compensatory education programs

- 5- Other
    - 1- Drop-out: identification,prevention
    - 2- Women's education

F- Administration and Planning

- 1- Issues relating to teaching personnel
    - 1- Recruitment
    - 2- Evaluation and supervision
    - 3- Teacher assignment
    - 4- Teacher attitudes, certification, characteristics, role, dress
    - 5- Conferences, conference reports
    - 6- Salaries (incentive pay)
    - 7- Teacher militancy, unions, collective bargaining
    - 8- Use (or creation) of specific positions: teacher aides, etc.

- 2- Issues relating to Administrative personnel
    - 1- Superintendents - selection, roles, etc.
    - 2- Principals - selection, roles, etc.
    - 3- Special administrative positions: curriculum coordinator, etc.

- 3- Structural or organizational issues
    - 1- 12-month school year (or extended year)
    - 2- Articulation; grade levels or divisions; middle schools, etc.
    - 3- Decentralization

F-

- 4- School size
- 5- Flexible scheduling
- 6- Unstructured time
- 7- Modular scheduling
- 8- Non-graded schools
    - 1- Grouping (ability grouping)
    - 2- Streaming
    - 3- Tracking
- 9- Performance contracting
- 10- Management systems
    - 1- By objectives
    - 2- Planning
    - 3- Needs assessments
    - 4- Accountability
    - 5- Master plans
    - 6- Systems analysis and systems approach
- 11- Open school
- 12- British infant school
- 13- Multi-unit schools
- 14- Class size, pupil-teacher ratios
- 15- Accreditation, standards, rating of system
- 16- Educational philosophy, planning, policy

4- School plant, maintenance and operation

- 1- School design (building design, educational parks)
- 2- Food services
- 3- Equipment
- 4- Faculty guidelines

5- School finances and budgeting

- 1- Costs
- 2- Cost effectiveness
- 3- Educational finance
- 4- Feasibility studies
- 5- Financial support

6- Community relations

- 1- Political
    - 1- School board elections
    - 2- Bond issues and budget voting

F-

2- Community and schools

- 1- Community control
- 2- Community involvement
- 3- Community development

3- Parents

- 1- Parent associations
- 2- Parent activities, participation, programs
- 3- Parent attitudes
- 4- Parent conferences

4- School board responsibilities: board of education role

5- Conducting meetings

7- Research and evaluation on programs, innovation

- 1- Research methodology, needs, problems, opportunities
- 2- Demonstration programs and projects
- 3- Experimental groups and programs
- 4- R & D centers
- 5- Follow-up studies
- 6- Longitudinal studies

8- Funding for development

1- Federal aid and programs

- 1- Proposal writing
- 2- Titles I, II, III, etc.
- 3- New legislation

2- State departments of education (state legislation, programs, surveys)

9- School Integration; Desegregation

APPENDIX F

MODEL REQUEST FORM

RETRIEVAL CENTER FORM

Original request on topic ( )

Follow-up request ( )

Case id.

Case id. ____________________

School and district or agency ____________________

No. years in educ., past career ____________________

Name and address ____________________

Telephone ____________________

Subject and grade level ____________________

Topic of request (words and code)

Dates:					
request made	rec'd in office	info acquired	sent to client or rep.	eval.form sent	eval.form rec'd

Request came directly from requester? ( ) yes ( ) no: ____________________ Name or position of go-between

Description of information requested:

TOPIC OR AREA (be specific)

PURPOSE FOR WHICH REQUESTED (be specific)

TYPE PREFERRED (research, programs, materials, etc.) ____________________

Information about requester or agency which might help in the search:

Last First
Name of Requester

Grade level(s) ____________

	High	Med.	Low	DK
Background knowledge of requester:	( )	( )	( )	( )
Ability to screen for self:	( )	( )	( )	( )
Innovativeness of client:	( )	( )	( )	( )

Important characteristics of district, school or class:

(e.g., size, innovativeness, administrative support, budget, etc.)

Type of search and materials supplied:

( ) SID (computer): ______________________________
(Type: research, programs, materials)

Abstracts ( ) Microfiche ( )

( ) Package(s): ______________________________

____

( ) Manual or library: ______________________________

____

____

( ) Consultant or other personal assistance: ______________

____

____

(Names or positions, and sources)

When did consultant visit client, if at all? ____________
(date)

All other actions:

Comments on materials or information delivered (special virtues or drawbacks):

SEE FOLLOW-UP REQUEST FORM # ____________

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Send to: (address of retrieval
center or local repre-
sentative)

____
date sent

DIRECT REQUEST FORM

1. Name and address: ______________________________
____
____
____

2. Your position or title: ______________________

3. Grade level(s), if any: ______________________

4. Subject area, if any: ______________________

5. Please describe specifically the topic or area of the information requested, and the purpose for which it is requested:

TOPIC OR AREA (be specific):

PURPOSE (be specific):

6. What type of information would you prefer to receive?

General ( ) Specific programs ( ) Research ( )

Specific guidelines ( ) Curriculum ( )

7. How much background knowledge do you have on the topic of your request from reading, taking courses, attending conferences, etc?

A good deal ( ) Some ( ) Little or none ( )

8. What grade levels should the materials pertain to? ______________________

9. Are there any special features of your district, school, class, or agency which should be taken into account (size, location, students, etc.)?

Yes ( ) No ( )

IF YES, PLEASE DESCRIBE ON BACK OF THIS PAGE

APPENDIX G

DEVELOPING A STRATEGY BASED ON PARTICULAR CLIENTS AND THEIR SETTING

DEVELOPING A STRATEGY BASED ON PARTICULAR CLIENTS AND THEIR SETTINGS

-- Contents --

I. System characteristics: conditions, constraints, client features

- A. Organizational features
    1. Innovativeness
    2. Formality or informality of system
- B. Characteristics of individual clients
    1. Role orientations

        (Job holder)
        (Organization man)
        (Careerist)
        (Professional)
    2. Innovativeness
    3. Influence, leadership (informal)
    4. Power (formal influence and sanctioning authority)

II. Tactical dimensions of field agent or communication specialist styles

III. Some examples

IV. Concluding remarks

October, 1971

I. System characteristics, conditions, constraints, etc.

(Try to identify the following conditions, then fit your strategy to them.)

A. Organizational features:

1. Innovativeness of the school or district -- past performance, commitment of administrative staff, willingness to spend for innovation, etc.

2. Formality or informality of the system -- level of bureaucratization, rules and regulations, official channels of communication, centralization of authority in superintendent's office or principals' offices. (This factor is highly related to the size of the school or district, of course.)

B. Characteristics of individual clients

1. Role orientations:

Job holder -- the teacher who is mainly working for the pay check, wants things to run smoothly with little disturbance of set ways, may be waiting for marriage; security-oriented.

Organization man -- usually an administrator: concerned primarily about image of the school, efficiency of operations, compliance with rules and regulations, increasing public support by winning football teams, etc.

Careerist -- the individual (may be teacher or administrator) who is concerned mainly with his future career advancement in educational establishment, desires more prestige or power, wants to climb the ladder of success for personal gratification; is concerned about what superiors think of him.

Professional -- the teacher or administrator who is primarily dedicated to pupils as individual clients in need of education, training, growth, therapy, understanding of needs and problems, etc. Often stresses more "individualized learning" or improved "staff development"; engages in curriculum building, institutes, workshops, and so on. Tries to keep up with professional literature; wants to observe other educational systems nationally or internationally.

2. Innovativeness

A teacher or administrator who is always searching for new ways and trying them out in the school, or urging others to try them out, would score high on this dimension. His ideas may be seen as "far out" by other school staff, and he may be viewed as a disturbing element in the organization. Often he is a "deviant" in some way, that is, he may come from outside the district, tend towards liberalism in politics, have artistic or intellectual aspirations, be an activist in the community, etc.

Because of his "deviant" social orientations and patterns of behavior, however, this individual must not be confused with an opinion leader among his colleagues. He may have little influence in the school and not even be well liked. But he often has sound ideas about educational change, and rather specific information needs. In fact, he may already "know" the solution, and only want resources for implementing it.

There are probably three personality clues: high energy, a wide "effective scope" (knows about research, innovations, reads widely, travels, etc.), and a sense of personal efficacy (thinks he can get things done, attacks difficult tasks, etc.).

3. Influence, leadership (informal)

Often there are informal leaders in schools who can influence the opinions and behaviors of other teachers or administrators. Because these individuals are highly respected they may not be the innovators, who are often "deviants" as mentioned above. However, if they can be won over by field agents and encouraged to be innovative, they might bring along the rest of the staff. The best clue to these individuals is the extent to which other teachers or administrators seek them out for advice about problems, or listen carefully when they speak up at faculty meetings, etc. They are probably also older persons with established positions in the community.

4. Power (formal influence and sanctioning authority)

These are almost always administrators, of course. But not all administrators have real power -- if the superintendent insists on control, a principal may be pretty weak in his own school building. This person can usually be identified by noting his organizational accomplishments in the past.

II. Tactical dimensions of field agent or communication specialist styles

As I said at the training session, these dimensions were derived from the discussions of field agents. There are others in the literature on change, of course, but these seemed to be the major foci of concern among the field agents in the Pilot States, and may therefore be more realistic.

The combination of positions that are adopted on each of these scales might be termed the "strategy" of the field agent with respect to a particular client. Quite obviously, there are a large number of alternative strategies, since the scales may be combined in a variety of ways depending on the type of organization, role orientation, innovativeness and formal and informal influence of the client.

DEGREE OF INVOLVEMENT OR RESPONSIBILITY OF FIELD AGENT

		LOW		HIGH
INPUT INTER-ACTION	1	Raise awareness	Catalyze, "turn on"	Advocate specific products, practices, solutions
	2	Gain tolerance or "wait and see" attitude	Gain trust	Gain faith, dependency
	3	Identify felt need	Specify, clarify need	Diagnose "real" problem
INFORMATION RESOURCES	4	"How-to-do-it" materials; curr. guides	Think-pieces "state of art" writings	Research reports
OUTPUT INTER-ACTION	5	Transmit	Furnish alternative solutions; determine feasibility, etc.	Advocate specific products, practices, solutions
	6	Communicate	Give or build support, encourage action	Implement, install
		A	B	C

III. Some examples

EXAMPLE: If the field agent believes that he is faced with an "innovator" with a "professional role orientation," all he need do is raise awareness about the information service and its available resources (1A). Also, he doesn't need to do more than gain tolerance, or willingness to try out the service (2A). Further, since the innovator will often already have a solution or specific need in mind, the agent can just identify the felt need (3A); however, it might be advisable to try to stimulate the innovator to consider alternative needs or problems, and so the agent might get into diagnosis occasionally with an innovator (3C). Depending on how far his thinking has gone, the innovator might be ready for "how-to-do-it" materials (4A) or might want to read more widely before taking direct action (4B or C). Probably it would be sufficient to simply transmit the information or resource (5A) and also to simply communicate (6A), because the innovator with a professional role orientation will decide about his own solutions and eventually take action by himself. Also, if the innovator is not a fully accepted member of the staff group, the agent's involvement in advocacy and implementation might cause him to become identified with an unpopular person or cause. However, if the school structure is highly bureaucratic and centralized, and is not accustomed to innovative activities, then the innovator's efforts might be foredoomed unless the agent helps set up the machinery for moving the school toward innovation, and gently endorses the innovation with the administration. This approach would consist of a middle course of action or involvement (6B).

EXAMPLE: An agent might diagnose his client as a "job holder" in a rather flexible and innovative school. Here the task of the agent would be to catalyze, and perhaps even advocate specific practices or try-outs (1B or 1C). Tolerance would be important in the beginning (2A), but the agent might have to move toward trust and even faith (2B and 2C) in order to fully engage the cooperation of the client. Also, it would probably be insufficient to simply identify a felt need; what the agent needs to do with the job holder is to get behind his "presenting sympton," that is, to diagnose (3C). For example, he might want help to control his class so that there is less strain on his teaching role. He should then be confronted with the possibility that his discipline problems are his own doing -- through lack of individual attention to students, inadequate understanding of students' emotional needs and social problems, or just dull teaching. It seems unlikely that research reports or perhaps even think-pieces would appeal to the job holder; "how-to-do-it" materials might be just what he needs (4A), provided that the materials are based on the agent's and client's joint diagnosis of the latter's need. Finally, it might be advisable for the agent to play an active role in helping the job holder explore alternative solutions and determine feasibility, and perhaps even move into advocacy at the proper moment (5B or 5C); and if the school is open to change, help with implementation might not only be advisable, but quite acceptable (6C). In fact, the innovative administrator might be grateful to the agent for pushing the job holder into a more innovative behavior pattern and following through with him.

IV. Concluding remarks

Although my examples have emphasized the role of the field agent, there is probably a parallel role (or strategy) required of the retrieval staff. Thus, the agent might communicate his "image" of the client and his setting to the retrieval staff so that they can adopt an appropriate search strategy. Certainly, if the retrieval personnel are doing a good deal of screening before forwarding information or resources to the agent, they should know the kinds of information sought by the agent in handling his client, namely, "how-to-do-it" materials, think-pieces or research.

While it might be unrealistic to expect an agent to think through methodically all of the tactics required by a particular client, as I have done in my examples, just keeping the alternative tactics in mind might prevent him from adopting the same strategy with all or most of his clients regardless of its applicability in a particular case. Thus, adopting a "happy medium" position on each of the scales might not be any more advisable than a consistently passive or consistently active approach.

Finally, it should be emphasized that the tactics which I have discussed here are extracted from a very complex situation, and are therefore oversimplifications. But some such "mapping" of the interpersonal perceptions and behaviors entailed in effective change-agent work might be useful to the person in the field who has to think and act quickly.

APPENDIX H

OUTSTANDING TRAINING NEEDS

5

OUTSTANDING TRAINING NEEDS

Project Directors

Identification of exemplary practices in the state or area in order to develop a file of programs and experiments which have been tried out locally.

Monitoring the activities of field agents, e.g., determining how they are allocating time to various activities (especially in the follow-up phase), different levels or groups of school personnel, different schools, etc.

Developing packages of information on special educational topics, developing problem-solving packages.

Building support for the project within the State Education Agency and among school districts institutionalizing the project.

Having an impact on the schools, i.e., motivating clients to try-out new practices, gaining support for change, installing innovation, conducting try-outs, etc.

Conducting staff meetings for training purposes, developing self-training programs.

Improving the efficiency, speed of the service in general.

Setting up and conducting a "selective dissemination" service whereby clients are automatically informed of new developments bearing on their formerly expressed needs or problems.

Retrieval Personnel

Developing packages of information on special educational topics, developing problem-solving packages (see Project Directors above).

Understanding the client's particular features (motivations, level of sophistication, commitment to try out new practices, amount of power and influence, etc.) and tailoring an initial search and screening strategy to the client and his setting.

Learning about resources other than ERIC, e.g., libraries, conferences proceedings, R&D Centers, Regional Labs.

Identification of exemplary practices in the state or area in order to develop a file of programs and experiments which have been tried out locally (see Project Directors above).

Developing more effective coding techniques or time-savers in using information retrieval programs such as QUERY.

Gaining information on how the ERIC Clearinghouses operate: the rationale determining which clearinghouse handles research on which topics; where overlap occurs and how to anticipate it; the consistency (or inconsistency) of indexing practices among the clearinghouses, etc.

Learning about all aspects of conducting computer searches, e.g., logic writing, selecting descriptors, understanding computer files, screening abstracts.

Determining which requests require a manual search and which a computer search, and which require both.

Field Agents

Input interaction phase (query negotiation):

Stimulating the client to think about his or her needs; helping clients to specify or identify their goals.

Tailoring a strategy for information retrieval to the particular characteristics of the client (motivations, level of sophistication, commitment to try out new practices, amount of power and influence) and of their setting (innovativeness, bureaucratic barriers, etc.)

Referral phase

Formulating clear, concise statements of needs or problems for referral to the retrieval staff; sorting out the major dimensions of the client's need or problem for referral.

Communicating the client's features (see above) to the retrieval staff so that searches may be tailored to their individual characteristics and settings.

Output interaction (returning information and following up)

Deriving implications for practice from research-based information.

Helping clients:

- to understand or interpret information;
- to translate research or other information into action alternatives suited to their particular situation;
- to select appropriate solutions from the available knowledge;
- to gain support for change from other personnel, motivate or train administrators to encourage follow-through on the part of teachers;
- to install innovations or conduct try-outs.

Motivating clients to utilize information, to try-out new practices.

Helping schools to become self-renewing, i.e., engage in information searches, establish structures for assessment of needs and for try-out and evaluation of practices.

Encouraging educators with similar needs and problems to meet together and work out strategies of change or problem-resolution.

All participants

Evaluating the quality of research-based information.

Assessing the feasibility and effectiveness of various practices, alternatives, recommendations.

Keeping informed about new developments or trends in education, promising practices throughout the country, basic needs of American (urban or rural) education.

Evaluating one's services, impact, activities; getting feed-back from the schools.

Learning how personnel in the same position elsewhere (other states, areas) are operating; acquiring a comparative perspective on one's work.

APPENDIX I

MEASURING THE GOALS OF ACTION PROGRAMS

MEASURING THE GOALS OF ACTION PROGRAMS

The purpose of this Appendix is not to propose an overall model of evaluation or to advocate one type of design over another. Rather, we assume that no matter what approach is taken that it will be necessary in most cases to make some assessment of the goals of the program prior to any attempt at finding out how (or how well) the program is operating. We will attempt to show that a variety of methods may be suitable under different conditions. We have used a new technique for the assessment of goals that we feel is particularly relevant for certain types of programs. This technique entails the use of extensive checklists for all program participants. (See Appendix for our goals checklists.)

We would like to stress the fact that we are not concerned with such issues as whether the evaluation in question is a "formative" or "summative" evaluation, or whether it is concerned with "systems assessment" or "goal attainment." Our contention is that no matter what type of evaluation is planned, or what stage the program to be evaluated is in, there will be a need for a clear understanding of "ultimate goals" (those related to what the program is hoping to accomplish in the long run) and/or "intermediate goals" (those related to the means of obtaining ultimate goals). Let us take for example Guba and Stufflebeam's concept of a "process evaluation" which is designed to "provide periodic feedback to project managers and others responsible for continuous control and refinement of plans and procedures."[1*] Clearly it is difficult to draw any conclusions about the effectiveness and efficiency of certain program operations without reference to what these operations are intended to accomplish. The type of feedback which would be of most value to the program manager at this stage would be information relating to how to reorganize the program so as to better reach its intermediate goals. Thus, although the evaluator may not be concerned with gathering data which will measure whether the program is achieving its goals, he will need to keep the goals of the program in mind as he monitors its daily operations.

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* All references are at end of this appendix.

A further assumption of this paper is that at least some sort of program goal will be apparent or easily determined. It is difficult to conceive of a program or an organization which has no apparent goals at all. Normally these overt goals will be stated or written down in some form, either in the program proposal, the organizational constitution, or the summary of the program which is used for publicity purposes. Or, they may be apparent simply be examining the name of the project or the institution e.g., "Community Delinquency Prevention Program," or "Pilot Project for the Dissemination of Educational Research." Thus, only in unusual cases will it be difficult for the evaluator to get an idea of the main thrust of the program's goals. This understanding, however, is often insufficient for evaluative purposes.

Freeman and Sherwood define three ways of specifying the goals of a program: 1) the evaluator may accept the practitioner's statement of objectives; 2) he may research the program, and similar programs himself, and come up with what he thinks the program objectives should be; or 3) he may collaborate with the program staff in determining or identifying objectives.[2] Weiss adds a fourth alternative of ignoring the problem of goal identification in favor of an exploratory or descriptive evaluation of the program.[3]

The methods by which the evaluator identifies program goals should be highly dependent on the nature of the program. Variables which may have a considerable impact on this phase of the research design would include:

1) the freedom of the evaluator to specify the nature of the inquiry - i.e., the extent to which the client allows him to help in determining goals, specifying indicators and crucial variables, etc;

2) multiplicity of stated program goals versus one or two goals;

3) clearcut, specific goals, versus diffuse, "umbrella" goals - i.e., the extent to which the stated program goals are concrete and tangible, or so general as to be open to a variety of interpretations;

4) pilot or new programs versus older or established programs - i.e., how long the program has been in operation. It is difficult to specify exactly when a program becomes "established," but in general we would consider it to fall into the latter category if it has been in operation for a year or two.

The relative freedom of the researcher may have an impact on the process of goal specification in a number of ways. For example, if the client wants only a specific type of information, he may attempt to impose his own definition of the goals and indicators to be used. In some cases, the evaluator's role may be reduced to nothing more than a "social bookkeeper." This may occur because of political pressures on the client, because the client wishes to use the evaluation to bolster a decision that has already been made, or for other similar reasons.[4] At the other extreme, the client may ask for nothing more specific than "an assessment of the program," and may allow the researcher to define the nature of the inquiry. Given this freedom, the researcher might choose not to study the intended program goals at all, but instead the unintended consequences of the program. Clearly in such a case it would not be necessary to specify program goals in detail at the beginning of the research.[5]

This latter type of client-researcher relationship is somewhat unusual, however, since most clients are interested to some degree in measuring the efficiency or effectiveness of the program under consideration. For the purposes of this paper, the effect of the client-researcher relationship will be ignored in favor of the assumption that the client's information demands will fall somewhere between the two extremes mentioned above.

The other program variables, which sketchily define the general characteristics of the program to be evaluated, may be arranged into a typology of different types of programs:

One or two goals				Multiple goals			
Specific goals		Diffuse goals		Specific goals		Diffuse goals	
pilot project	old project	pilot project	old project	pilot project	old project	pilot project	old project
1	2	3	4	5	6	7	8

Each of these different types of programs may require a somewhat different approach in the process of specifying goals. Unlike Freeman and Sherwood, we do not feel that it is always the best tactic to engage in extended consultations with the client to determine the goals of the program, even when it is a large-scale intervention program. Consultations may, of course, be a necessary part of building a good relationship between the client and the researcher, but they may be an ineffective and even frustrating method of determining program goals.

There are several reasons why consultation alone may not be the best means of locating goals. A number of evaluators have noted a reluctance on the part of practitioners to specify their goals. Conferences may not be successful in overcoming this problem because they are normally held only with upper level staff members, and the type of specification gained through conferences is not usually amenable to quantification. It is difficult, for example, to make clear distinctions between the relative emphasis placed on a goal by various projects within a larger program through the use of conferences, although one may get indications of differing emphases. Further, conferences tend to go off on tangents unless they are very carefully structured. In the process of probing and brainstorming about goals, marginal or irrelevant goals may be mentioned. Fox, for example, criticizes recent evaluations of programs for disadvantaged children because they have tried to use criteria which are beyond the intended scope of the programs, such as improved self-image and aspirations.[6] We would speculate that over-inflated goals are likely to emerge in discussions with client-practitioners who are highly committed to a program. Moreoever, conferences do not usually provide a good enough basis for conceptualizing unintended consequences of programs and program goals. And, finally, in some types of programs, of course, the goals are so clearcut that extended conferences are wasteful.

It should be noted, however, that in all cases conferences serve a very useful function of forcing the clients to formulate their goals more clearly. This will usually be of benefit to the program organization. Thus, we do not feel that conferences should be replaced, but that other methods should also be used.

SPECIFYING GOALS IN NEW AND OLD PROGRAMS WITH FEW SPECIFIC GOALS
(#1 and 2)

In the case of cells 1 and 2 in the typology, it is usually appropriate to accept the client's definition of the goals. The fact that there are only a few, concrete goals indicates that the program in question is a highly directed one, and that the practitioners have a clear conception of what they want to achieve. Unless the evaluator senses that there are serious problems or discrepancies between goals and program organization, it seems unnecessary for him to spend too much of his time worrying about this aspect of research design. An example of such a program may be seen in Cain and Stromsdorfer's evaluation of a Government Manpower Training Program.[7] Here the main goal was to provide low income people with skills which would allow them to get better paying jobs. Although the designers of the program may well have had other, more general aspirations for the program, such as helping to break the poverty cycle, or improving the self-image of the trainees, such elements could be theoretically subsumed under the main, concrete goal. The high quality of this evaluation results from the operationalization of this goal, and also the measurements and controls which were used. Presumably, the process of goal specification would not be affected by whether or not the program was in a pilot stage or more firmly installed.

SPECIFYING GOALS IN OLD PROGRAMS WITH FEW SPECIFIC GOALS
(#4)

In the case of cell number 4, the evaluator should be able to rely primarily on past literature about the program, such as publicity statements, progress reports, and previous evaluations. He would probably also want to corroborate his analysis of program goals by discussing them with the client; but it is likely that the goals will have developed sufficiently in an older program to have become visible. For example, the ultimate goals of the program might be "delinquency prevention." The researcher would need to determine what is meant by "delinquency" in the context of the program (criminal acts, anti-social behavior, or both) and what is meant by prevention (re-socialization of present delinquents, preventive work with potential delinquents, or both). These could be determined by observing the design of the program, allocation of resources in the budget, and so on. Specification of "intermediate goals" can usually proceed in much the same manner.

An excellent evaluation which appears to have followed this deductive approach is Vanecko's study of the Community Action Programs in fifty cities. The author states at the beginning of the report that his conclusions are based on "five assumptions which derive from characteristics of CAP..."[8] and the overall program goals of "influencing other institutions to be more responsive to the needs and demands of the poor."[9] The purpose of the evaluation was to determine the characteristics of CAP programs which were related to effectiveness, in particular the relative emphasis which each program placed on twelve possible intermediate goals. The author states that "the outline of program emphasis is derived from empirical knowledge (one member of the staff was formerly a regional officer of OEO), government descriptive accounts, and academic literature."[10] The outline of the four major institutional areas in which the program might be expected to have an impact was also deductively arrived at.

SPECIFYING GOALS IN NEW AND OLD PROGRAMS WITH MULTIPLE, SPECIFIC GOALS
(#5 and 6)

In programs of type 5 and 6, where goals are multiple and concrete, it is advisable for the evaluator to consult with the client practitioners for a number of reasons. Although the goals are probably clearly stated in the program prospectus or proposal, there may be a hierarchy among them that is not immediately apparent. Furthermore, the clients may expect to stress different goals at various points in the program, i.e., the list of goals may represent a developmental sequence.[11] If this is the case, and the program has been in operation for some time, some of the original goals may have changed, or may no longer be relevant. Consultation will provide the evaluator with an understanding of such considerations, and may also help the client in clarifying the relationship between goals. In the case of an older program, some reliance might also be placed on documentary evidence about goals.

An interesting example of this type of specification may be found in Wilkins' method for evaluating training programs for social workers,[12] and more recently in O'Leary's evaluation of the National Parole Institute.[13] In both of these cases, the programs in question were "old" in the sense that they had been in operation for some time, but "new" in the sense that they were constantly changing to meet the specific needs of the trainees. Both authors allowed the trainees themselves to specify the concrete goals of the program in terms of what they as a group wanted to get out of it. These goals were then quickly fed-back into the actual design of the training sessions, so that they served not only as evaluative criteria but as a basis for determining the program session material. This group involvement in defining goals also had the result of increasing the salience of the goals to the participants to the extent that they served as program monitors, constantly analyzing the activities to see how they met the needs that were expressed at the beginning.

SPECIFYING GOALS IN OLD PROGRAMS WITH DIFFUSE, MULTIPLE GOALS (#8)

Programs falling into the category of type 8 (older programs, with diffuse and multiple goals) require considerably more detailed conferences with the clients than those mentioned previously. The evaluator must not only determine hierarchies and developmental sequences of goals, but he must also discuss with the client such issues as overlapping goals, contradictions between goals, etc. Where goals are concrete and clearly stated, such confusion will occur infrequently, but when they are very general and broad it is often difficult to determine the relationship between program capabilities and expected outcomes. Since programs with multiple, diffuse goals are almost always very complex, even if the evaluator feels that he is able to proceed deductively he will need to confer with the client to ensure that his specifications meet with their approval. In such programs, the assumed causal relationship between the program and the goals may also be less than clear, and consultation will be necessary to clarify the assumptions on which the program is based in order to determine intermediate goals and indicators. All of this is likely to be a time-consuming business.

A combination of the consultative-deductive approach is found in Hyman, Wright and Hopkins' study of the Encampment for Citizenship, a "character training program"for young adults. The authors encountered multiple broad goals for the program, such as "preparation for responsible leadership," "freedom with responsibility," reduction of "confusion, apathy, and helplessness," and instruction in the "techniques of democratic action."[14] Since the program has been in operation for some time, and was similar to other programs that had already been studied, the researchers were able to draw on previous conceptualizations of these types of goals. They spent a considerable degree of effort in working deductively with the goals, attempting to locate goal characteristics that might aid in the specification process (such as whether the goal pertained to the individual or to the collective, the level of generality of the goal, etc.). They also made a detailed study of the program itself, in order to gain insight into what the operations and activities of the program might say about the program goals. Finally, they consulted extensively with the program directors and staff.

SPECIFYING GOALS IN PILOT PROGRAMS WITH DIFFUSE GOALS
(#3 and 7)

The reader will note that in discussing the various types of programs, we have skipped over cells 3 and 7. These are new or pilot programs which are characterized by diffuse goals, whether multiple or few. It is this type of program which presents the greatest difficulty in goal specification, not only for the evaluator but also for the program practitioner. We thus feel that this type of evaluation deserves special methodological attention.

The problems which may arise in goal specification are numerous (1) If the program is very new, it is likely that program operations will not yet have become stabilized. The client may know what his diffuse ultimate goals are, but have fuzzy ideas about the intermediate goals and procedures which are to lead to the desired end state. This makes it difficult to determine appropriate crucial variables on which to concentrate evaluative attention. (2) In new programs they may be a lack of consensus about which goals are most important. (3) Even where there is apparent consensus, when goals are diffuse there is likely to be at least some misunderstanding about the actual meaning of the goals. The evaluator may interpret the goals in one way, while the client interprets them entirely differently. (4) A number of writers have noted that experimental programs tend to change or modify their goals as they develop.[15] This is particularly true in the case where the evaluation is of the "feedback" variety. The practitioners may discover that they set their sights a bit too high, or they may even denote a goal which they feel is impossible to achieve in favor of concentrating their efforts on the remaining, more easily achieved goals. Hyman and Wright discuss this problem in detail, noting that "Although completely unrealized programs may be rare, partially realized programs are common...[16] The discrepancy between original plan and operative program is understandable. Any plan is bound to suffer some modification as it is translated into a reality. It may have to be changed radically when circumstances dictate it."[17] The researcher should try to be aware of the possibility of a changing program and changing goals, for he may find that he is evaluating a program that does not really exist. He may also be lead to the conclusion that the program has undergone severe goal displacement, when what has actually happened is goal succession. A negative evaluation of a program that has changed its goals is often shortsighted. The end product may in fact be better, more efficient, or more realistic than the original plan.

Although our study of the Pilot State Program was concerned with the specification of multiple diffuse goals, the checklist approach would be equally useful for the program with only a few diffuse goals. In fact, the existence of diffuse goals is often an indicator of a variety of underlying goals at a less general level, and the evaluator must determine what these are if he is to understand the nature of the program. Let us take, for example, a diffuse goal from the U.S.O.E. dissemination program, "increased solution to education problems based on new information or knowledge." As stated, this goal is relatively difficult to translate into operational terms. What are "education problems?" How much of an increase in knowledge use would be considered satisfactory? By using the checklist, we were able to measure more specific goals, thereby giving us guides as to the meaning of this ultimate goal in each state. For instance, we determined what their "target population" was, and thus what kinds of problems they intended to concentrate on. (One state, for example, expressed the goal dealing primarily with superintendents' or principals' problems, thus indicating that they were concerned primarily with providing information about administrative level research.) We were also able to determine whether they planned to concentrate on large-scale problems in a few schools, or give more attention to a large number of schools. This information served as an indicator of the kinds of change they expected to occur as a result of the program. We believe that we would have had a difficult time obtaining this type of specification through other methods.

The main drawback to the use of this approach is that its results are not as immediate as those obtained through consultation. In the case described above, it was over a month before all of the questionnaires were received, and much later before a detailed analysis had been made. If the evaluation staff begins their work before or at the same time as the start of the project, this will usually not be too great a drawback. Programs themselves take some time to get off the ground -- staffing problems, finding office space, and organizing activities often take up the first month or so. It is fairly safe to assume that during this period goals will not become so frozen that the analysis of goals checklists will be useless in altering or modifying program goals. On the other hand, if the evaluator is called in after the programs have begun operation, it is often necessary to take quick action in the attempt to work through the implications of the goals with the practitioners. Goal modification will often necessitate program modification, which is usually more difficult after the program has been in operation for a few months. If the evaluator senses that such problems may arise out of goal specification, it would be wise to make somewhat greater use of the consultation technique, whose impact may be felt more quickly. If quantification is desired, a checklist could be used as a follow-up to initial meetings.

It should be noted that the checklist technique combines some of the useful characteristics of the three approaches listed by Freeman and Sherwood.[18] It takes as a basic starting point the practitioner's statement of goals. Brief consultations are used in order to get a better feeling for some of the assumptions underlying the stated goals and the general emphasis placed on various aspects of the program. Heavy use is also made of the deductive approach in the design of the checklists. Depending on the nature of the program, the amount of emphasis placed on each of these ingredients could be varied.

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3. Weiss, Carol H., Evaluation Research, Englewood Cliffs, N.J.: Prentice-Hall, 1972; p.53.

4. See Dexter, Lewis A., "Impressions about Utility and Wastefulness in Applied Social Science Studies," American Behavioral Scientist, vol. 9, no. 6, (1966) pp. 9-10.

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14. Hyman and Wright, Op. Cit., p. 8.

15. Ibid., pp. 6-12.

16. See, for example, Luis A. Ferman, "Some Perspectives on Evaluating Social Welfare Programs," Annals of the American Academy of Political and Social Science, vol. 385, (September, 1969), pp. 143-156, and Michael P. Brooks, "The Community Action Program as a Setting for Applied Research," Journal of Social Issues, vol. 21, no. 1, (1965) pp. 29-40.

17. Hyman and Wright, Op. Cit., p. 744.

18. Freeman and Sherwood, Op. Cit.

APPENDIX J

FORMATIVE EVALUATION -- AN EXPLORATION WITH CASE MATERIALS

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F. Dilemmas of Formative Evaluation and Their Resolutions . . 36

A. INTRODUCTION

The past few years have witnessed increasing interest in what has been variously called "formative" evaluation, "concurrent" evaluation and a "clinical approach" to program evaluation. What these terms have in common is reference to some form of corrective feedback to program personnel during the operation of an action program, which feedback is provided by specialized persons called "evaluators."* Since the ultimate intent of evaluation is to improve practice, it is argued, why not conduct the evaluation in such a way as to benefit a program before it comes to an end? This reasoning applies with special cogency to a pilot project, which has been described by Suchman (1970) as follows:

> . . . (a pilot project) represents a trial-and-error period during which new approaches and new organizational structures or procedures can be tried out on a rather flexible and easily revisable basis. . . . Obviously, the pilot project requires "quick-and-easy" evaluation with primary emphasis upon the "feedback" of results for program changes.

Formative evaluation is often contrasted with "summative," "product" or "pay-off" evaluation. These terms refer to an activity which is intended to reach a decision about the value of a program after the program has run its course and all the relevant data have been marshalled. Even a summative judgment, of course, may shape future programs; and insofar as this occurs, summative research is also formative. The original program cannot benefit from the evaluator's work, however, unless it continues to operate beyond the publication of results. Thus, the critical distinction between formative and summative work is that the latter prohibits the interweaving of systematic observation and directed change throughout the duration of a program, a process which is especially critical when a new program is undergoing development.

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*As Scriven (1967) rightly points out: "Now any curriculum builder is almost automatically engaged in formative evaluation, except on a very strict interpretation of "evaluation." . . . If a recommendation for formative evaluation has any content at all, it presumably amounts to the suggestion that a professional evaluator should be added to the curriculum construction project."

A corollary distinction concerns the foci of observation. Summative judgments require little more than an identification of goals and an assessment of outcomes; but formative judgments require, in addition, some attention to inputs and process, and would even be well advised to consider context. It is important to look at these features of a program so that administrators can be told precisely which resources or procedures need to be manipulated in order to enhance goal-achievement. Briefly stated, inputs need to be correlated with procedures (which resources are required for given procedures?) and procedures with outcomes (which procedures produce which outcomes?). And since constraints and facilitating conditions in the setting of the program also need to be weighed, these features too invite study. The formative evaluator, then, is almost necessarily engaged in input, process and context evaluation simultaneously, in addition to so-called product evaluation, the latter being conducted on a short-term, incremental basis.* In short, to give good advice, one should take into account as many features of a program as a social system as possible, the official goals of the program being only one of these features.**

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*The term "process evaluation" is sometimes used to define formative evaluation (see, for example, Stufflebeam, et al, 1971). This practice introduces some confusion. The process of a program is something that one looks at, while formative work is something that one does. In order to conduct formative evaluation it may be necessary to look at process, but it is certainly not sufficient. Feedback, which is the defining characteristic of formative work, may or may not ensue from an investigation of process.

**For several shortcomings of the "goal attainment" model of evaluation, even when formative work is not envisaged, see Schulberg and Baker (1968).

Despite the growing popularity of formative evaluation--although there are still many who remain skeptical, and even a few who are downright hostile--the methodological and administrative issues that it raises have yet to be dealt with. Such questions as how the researcher is able to measure a program that he is constantly tampering with, how he is able to avoid total involvement, how he feeds back information, and so on, have yet to be treated. One reason for this state of affairs is that histories of research projects, formative or otherwise, are seldom composed; consequently, there are few specimens of live research that can be subjected to critical examination. Instead, we are supplied with a host of diffuse guidelines and neat labels applicable to different types of research without being able to discern the concrete experiences from which these guidelines and labels have emerged (if, indeed, they have emerged from anything but the writer's head).

The need for case studies is especially critical in the instance of evaluation research by virtue of the wide range of evaluation designs, and consequently, the problem of selecting that design which is best suited to a given program. As a matter of fact, insofar as the shape and direction of an action program may change over time, rigid adherence to any single design might be a serious blunder. Perhaps the research strategy must evolve along with the program, entailing a series of methodological adjustments to meet emergent requirements.* In any case, it is clear that evaluation research cannot be readily codified without reference to concrete experiences, including the failures, the oversights and even those inevitable instances of sheer laziness and incompetence. At the very least, such case studies might sensitize others to the array of options that lie at hand, and to the constraints and pitfalls which one should keep vaguely in mind when pursuing any particular option.

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*This point is by no means original with us. Cf., Lazarsfeld, Sewell, Wilensky (1967).

The purpose of the present paper, therefore, is to furnish a case study of a formative evaluation of a new model for the dissemination and utilization of information in public education. A great many formative techniques were employed in this study, some of which boomeranged and some of which proved quite successful. These techniques ranged from the presentation of cut-and-dried statistics to casual conversations; from a formal lecture on how to select a strategy in dealing with clients to private correspondence containing criticisms and recommendations. Concurrently, we were seeking to identify the issues involved in trying to wed research, evaluation and formative work, and to investigate the conditions that facilitate or hinder the accomplishment of this difficult goal. In short, our study gave us an opportunity to explore the benefits and pitfalls of formative evaluation in highly realistic detail. We make no claim to having resolved all of the problems to be discussed, but feel that the lessons which we have learned from our failures as well as from our successes may be of significant value to future formative evaluators.

B. DESCRIPTION OF THE PILOT STATE DISSEMINATION PROGRAM

The subject of evaluation was a pilot program for the dissemination of "validated" information to school practitioners. (Support for the program and for the evaluation was provided by the U.S. Office of Education.) A program with multiple and diffuse goals, and confronted with a virtual lack of precedent in the field of information dissemination and utilization, its evaluation has posed a number of interesting problems, especially with respect to formative work. In addition to serving the official needs of the U.S. Office for evaluative data, the evaluation project was undertaken with a self-conscious intention to explore alternative forms of corrective feedback, to integrate various research techniques, and to investigate the administrative feasibility of "remote participant observation." These concerns prompted us to begin documenting our research experiences at the very outset, and to maintain a self-critical stance throughout the study.

The U.S.O.E. Pilot State Dissemination Program was designed to try out and develop a new system for the diffusion of information to public school and state education agency personnel. The critical new feature of the program was the employment of education extension agents who were to live in the target area of the schools and refer the needs of clients to an information retrieval center in the state department of education. The retrieval center in turn would provide information in the form of abstracts, microfilm or hard copy of reports and articles, or technical assistance. Computerization of the retrieval process was also part of the program mandate.

A summary of the program as contained in U.S.O.E. specifications follows:

> Federal funds are to be used to strengthen, coordinate, and supplement current SEA activities in diagnosing local educational problems, developing alternative means for resolving them, and adapting and installing the needed improvements. Generally this will involve various combinations (depending upon the problem and the local setting) of (1) assisting school personnel in defining and analyzing the school's problem; (2) applying appropriate information and resources (data, research documents, evaluations of practice, information analyses, consultants, and the like); (3) developing alternative solutions to the problem; (4) developing a strategy for testing, adapting, and installing the 'solution' selected by the local education agency; and (5) arranging for necessary follow-up services to ensure successful implantation of the new program.

In addition to these dissemination and implementation functions, it was permissible for the field agents to try to improve communications between school districts, to consult in their own specialty and to inaugurate teacher workshops or in-service programs. As befits a pilot program, a good deal of operational flexibility was permitted and even encouraged. Although there were important and perhaps crucial differences, on the whole the program bore a family resemblance to the county agent system in agriculture.

Three states were selected to try out the program, and not surprisingly, the target areas within these states varied in nature and scope. In State A, they consisted of two counties, one rural and the other a mixture of rural and urban; in State B, of three regions, all rural; and in State C, of two school districts, one rural and the other highly urbanized. One field agent was assigned to each of the target areas, making a total of seven agents. There was a single project director in each state; and the number of full-time retrieval personnel varied from one to seven. These variations in the administration of the three state projects furnished us with the opportunity to make comparisons between very different modes of operation.

The overall evaluation design, stated quite briefly, focussed on inputs, processes, goals and outcomes. Our research was devoted to investigating, first, the content of each of these four domains; and second, the relationships between them. Clearly, we were engaged in the evaluation of both process and outcomes relative to stated goals. Further, we were concerned with the context of the projects, including the public schools, the state education

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agency, social conditions in the state, the U.S.O.E. as funding agent, the training program* and even ourselves.

Briefly, the research techniques included: participant observation in the field and in the state agency; case histories of each field agent's work with selected clients; semi-structured interviews with project staff; a sample survey of the target population and a survey of clients who had used the service; weekly logs filled out by the project directors; interviews with clients; a check-list of goals administered to all the participants at two points in time; a survey of the participants' training needs; and the collection and analysis of official records.

This "total" evaluation model was adopted with the intention of formulating guidelines for future programs of dissemination. The paucity of experience with educational extension agents, and the likelihood that the program would be spread to other states in the near future, dictated a thoroughgoing study with complete documentation of process. The possibility that the three states would soon be regarded as showcases by other state agencies, and that the model which emerged in these states might be institutionalized throughout the nation, made our formative and evaluative efforts all the more important.

In the remainder of this paper, first we discuss the benefits of formative evaluation; second, we delineate the various types of interventions that were employed; third, we try to identify conditions which facilitate or hinder formative work; and fourth, we take up the inherent dilemmas of formative evaluation, expressed in terms of a series of conflicts between the demands of formative work, evaluation and predictive research, and suggest how each of these conflicts may be dealt with.

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*A training program, conducted by another university, was an integral part of the program. While the evaluation team was responsible for evaluating and advising the training program as well as the three state projects, there was a good deal of overlap between the formative role of the evaluation and the functions of the training team.

C. THE BENEFITS OF FORMATIVE EVALUATION

The most obvious benefit of formative work concerns the direct assistance which is rendered to the action program. This pay-off, however, assumes that administrators are eager and ready to utilize the information or advice which is offered to them. This is not always the case with evaluation; indeed, despite the tremendous outlay of funds, evaluation research is probably more often ignored than heeded. As Weiss (1966) observes:

> . . . institutions often do not change their activities in response to evaluation. They explain away the results, sometimes casting aspersions on the evaluator's understanding, the state of his art, and his professional or theoretical biases. Evaluators complain about many things, but their most common complaint is that their findings are ignored.

It could be argued that formative evaluation will greatly increase the likelihood of utilization. In the first place, the mere fact that evaluators are willing to make themselves available for feed-back and advice throughout the program suggests to administrators that there is a genuine interest on the part of the researchers in seeing that the program is successful, as contrasted with the traditionally aloof concern of evaluators for ultimate results, whether good or bad. Thus, a climate of collaboration may develop which reduces the administrator's resentment and distrust of the researcher's activities. In our own case, when the three project directors were asked in a meeting held early in the program whether the formative evaluation design was acceptable to them, one replied: "I really appreciate the help that Sam can give us. We want to cooperate with the evaluation, and think that it's a good idea." A second director responded, "It sounds just fine."

The response of the third project director was quite the reverse, however. He was deeply skeptical and even resentful of the evaluation from the beginning, and no amount of explanation or reassurance succeeded in overcoming this attitude. For example, with reference to the formative help offered by the evaluation, he protested at an initial meeting of program participants, "I didn't go into this with the understanding that the evaluation team was going to be making my decisions for me." Despite efforts to make clear to the project director that decision-making was not the function of the evaluation team, this director continued to raise objections to the evaluation and its interventions throughout the program. In short, it is by no means true that formative work will invariably elicit trust and collaboration--it could also elicit fears that the decision-making prerogatives of administrators will be usurped. The reasons for failure in this particular instance are highly instructive, however, and will be discussed later in connection with conditions which facilitate or hinder formative evaluation.

Another reason that formative evaluation is more likely to be utilized than the results of more traditional types of research is that as the program confronts unanticipated difficulties, it would be natural for the administrators to turn to whatever expertise is available for immediate assistance. Thus, they may be prompted to have recourse to the formative evaluator even if they were initially skeptical of the value of research. In the case of pure summative evaluation, of course, the evaluator does not offer his assistance at all during the critical phases of program development. This may well mean that the evaluation report will be devoid of reference to operational problems with which future administrators will be confronted. In sum, the pressures of unanticipated difficulties may prompt current administrators to rely heavily on the formative evaluator, and the focus on operational problems and their day-to-day solution may invite the attention of future administrators.

In our own case, we soon found that most of our field observers were playing a far more active role in assisting the staff of the state projects than anticipated. According to a questionnaire which asked the field agents to rank-order ten possible influences according to their helpfulness, the field observers were ranked equally with the training team in all three states. The following table shows the mean rank of the training team and the field observers within each of the three states.

	State A	State B	State C
Training team	2.5	3.3	6.5
Field observers	2	3	7
N agents:	(2)	(3)	(2)

Since these data were collected after only about six months of operation, it is clear that the field observers established the legitimacy of their formative role fairly early in the project. The reason that the observers were regarded as being as helpful as the training team, despite the fact that the training team's entire effort was devoted to shaping the projects while the observers also had evaluative and research roles to perform, was presumably owing to the observers' accessibility at the time when difficulties arose. Training, on the other hand, was given only periodically at roughly two month intervals.

To be sure, most of the field observers' interventions were not based on "research," but on professional expertise and mature judgment. But this does not alter the fact that the field agents were apparently quite eager to call upon members of the evaluation project for whatever advice, support or feedback of objective data which they could offer. In fact, the demand for assistance from all levels of the program tended to exceed the ability of the evaluation team to supply it, an attitude that would seem to be a far cry from the normal reaction to published evaluation reports.

In addition to being available when unanticipated problems arise, the eagerness of the program participants for feedback is often prompted by a desire to learn "where they stand" in the eyes of the evaluators. Even if what the participants really want is simply a judgment rather than evidence or assistance, their readiness to listen to the evaluator may be exploited for purposes of giving information and assistance. If it is also the job of the formative evaluator to render a final summative report of the program and its component parts, as it was in our case, then the participants are highly motivated to consider the advice of the evaluator during the program. This consideration, of course, raises the spectre of undue influence by the evaluation project, as the tacit threat of a poor rating may be used to force administrators to engage in certain activities or pursue certain goals which would otherwise be rejected. This problem will be considered at a later point.

For these reasons, then, the chances that the results of a formative evaluation will be utilized by program administrators are quite good.

A second major benefit of formative evaluation--one which is less obvious than direct assistance to the program--concerns a willingness on the part of the administrators to avoid premature closure of their procedures and objectives. Once the idea of formative evaluation has been grasped, administrators are alerted to the fact that they are not under any compulsion to organize the program as rapidly as possible (which usually means along traditional lines) or to deliver results overnight. For if the evaluation team is willing to wait for results--and indeed, if they are continually urging experimentation and demonstrating their tolerance of difficulties by offering assistance rather than condemnation, then the action program runs less risk of being frozen at an early stage of development. This was our posture throughout the first year of the program, and the program administrators were reminded of it in innumerable ways. One example will suffice.

Early in the program we submitted a "goals checklist" to all of the program participants. In the cover letter to the state project directors, the evaluators stated:

> Nor is there any expectation that the priorities which you assign will remain throughout the duration of the program. Later on, as practical experience is accumulated, each state might want to modify its priorities. The evaluation team will try to keep up-to-date on any modifications, perhaps by periodically submitting the same or similar lists of objectives.

Several months later the same questionnaire was re-administered "to see which objectives have changed as a result of your experience or training." And indeed, several changes in priorities had occurred. Further, the states were constantly encouraged to try out new practices, e.g., monthly staff meetings, new record-keeping systems and forms, alternative strategies of dealing with different types of clients, and so on. Thus, the formative evaluation may have helped to maintain a climate of administrative flexibility and experimentation.

The action program need not be the sole beneficiary of formative evaluation. Researchers may also benefit insofar as they are able to gain better access to program participants for data-collection purposes and greater depth of knowledge through involvement in problem-solving. To expect help one must be willing to divulge information bearing on the problem, including the sources of the problem and the barriers to its resolution. Each time that a problem is shared with the formative evaluator, therefore, greater insight is gained into the complexities of the situation.

Another possible pay-off for the researcher who is engaged in formative evaluation is that he is able to introduce experimental features into the program as a consequence of being asked for assistance. Thus, the evaluator becomes a natural experimenter insofar as he introduces a new structure, procedure or goal and observes the consequences in a natural setting. This opportunity makes it possible for him to test his own ideas or hypotheses for research purposes. In sum, the collaboration between administrator and researchers that emerges in formative evaluation may redound to the benefit of both partners.*

Now let us turn attention to the kinds of formative intervention in which we engaged.

D. TYPES OF FORMATIVE INTERVENTION

A simple scheme for classifying our formative efforts can be based on two dimensions: (1) directiveness, and (2) formality. Directiveness concerns the degree to which we sought to guide or influence the participants in an explicit manner, and ranged from clearcut recommendations for action to the mere presentation of statistical data. Formality refers to the degree to which the intervention was couched in either quantitative or conceptual terms applicable to the program as a whole, and ranged from statistical reports prepared for all of the project directors to a conversation with one of the participants about an individual problem. By and large, informal interventions were tailored to the needs and experiences of a particular staff member or state project, and were relatively casual in tone.

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*Eventually, of course, even the formative researcher may wear out his welcome with the program participants. Also, the program participants might hesitate to admit their difficulties because of the evaluation role of the researcher. This problem will be taken up later.

In the first half year of the program we prepared three formal reports based on analysis of quantitative data for purposes of feedback to all three states. One of these reports, "The Goals of the Project Directors, Field Agents and Retrieval Staff," was based on a lengthy checklist of goals for the program, each participant being instructed to indicate the priority of each of the goals and the anticipated difficulty in achieving it. A second report, "Activities of Field Agents in the Pilot State Dissemination Program," was an analysis of numerical data supplied by the field agents concerning numbers and sources of requests and frequency of follow-ups. The third report, "Information Retrieval: An Analysis of Monthly Statistics," was based on retrieval statistics furnished by each of the three states. With a few minor exceptions, these reports were devoid of recommendations. (One suggestion--that the three states adopt a "taxonomy" of educational topics prepared by the evaluation staff so that the topics of requests for information would be coded in a uniform fashion--was rejected, or rather, politely ignored. This was our first indication that the states were highly desirous of having control over their own system of record keeping.)

We had assumed that our formative efforts would be mainly of this formal, non-directive type, i.e., that we would be able to feed back observations based on quantitative data without the need for explicit recommendation. We soon learned, however, that this mode of intervention was inadequate. For instance, when we asked the field agents to rank-order ten possible influences on their role in terms of their helpfulness to them, "reports of the evaluation staff in New York" tended to be ranked quite low. One agent ranked the reports *tenth*, two agents ranked them *ninth*, one ranked them *seventh*, and the remaining agents ranked them either *sixth* or *seventh*.* There seem to have been several reasons for the failure of these formal, quantitative reports to satisfy the needs of the project staff for feedback.

In the first place, the time-lag between the collection of data and the feedback of results was so great that the state project staff soon grew impatient with our formative efforts. For example, we had hoped that our study of project goals would give each state a sharper focus on their objectives, identify dissensus among the staff members and inform them about the intentions of the other states in the program. But it took two to three months for us to prepare a report based on this information. By the time the report was distributed, the question of project goals was somewhat *passé*.** One of the state projects did discuss our report at a staff meeting and found that it served as a catalyst for prompting the field agents to explain more fully their method of work and the reasons for their particular objectives. Whether this discussion had any real impact on the project, however, is difficult to say. If information about goals had been available at the time when the participants were casting about for role-definitions, it probably would have been more valuable to them. There was mild criticism of each of our formal, interim reports on the grounds that the data were somewhat out of date.

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*Ironically, it appears that we ourselves had fallen prey to what we have called elsewhere the "rational man image" of the practitioner. See Sieber (1971).

**It is possible that just having to fill out the check-list of goals stimulated the staff to think more clearly about their own priorities and the options that were available. This hoped for result was one of the reasons for conducting the goals survey.

A second reason for the failure of formal, non-directive reports to have as much impact as we had hoped for was that they were perceived as being directive regardless of our efforts to remain non-directive. Thus, the participants tended to read between the lines for some indication of our current appraisals and ultimate expectations. In some instances, anxiety about the evaluation led the participants to interpret certain parts of the reports as highly critical; in other instances, they were seen as demonstrating lack of understanding or of sympathy for their problems. For example, in our analysis of statistics regarding the number of requests received and filled in a recent period, we stated:

> (State C) dropped markedly in proportion of requests completed in January due to a high level of demand coupled with the problem of making QUERY (a computer program) operational; but it picked up in the ensuing two months. . . .

The reference to a marked drop in proportion of requests completed was interpreted by State C as a severe and unwarranted criticism, despite the fact that this was precisely what the statistics showed. In another case, when we compared the work of field agents in different states on the basis of the data sheet which they had completed for us, State A interpreted our analysis as demonstrating that we were interested in sheer quantity of requests, or as they put it "the numbers game." Since this emphasis might encourage a large number of requests at the expense of devoting time to probing the needs of clients and helping them use the information, this was an unfortunate misunderstanding. It took us several months to overcome this negative implication of our report.

A third reason for the failure of formal reports to satisfy the participants was their objection to sheer statistics, regardless of any implications for action. In effect, they felt that statistics did not fairly reflect their situation or their progress, and that only anecdotal information could provide an accurate picture of their work. Actually, we were already heavily engaged in the collection of qualitative data by field observers, but it required even more time to analyze and write up this information than it did the statistical data. Our first report based almost entirely on field observations, interviews, correspondence, and the like, was not ready for distribution until almost a year after the program had commenced. (Shortly thereafter a second report based on qualitative observations was prepared.) In the meantime, because of the dissatisfaction that we had encountered with our statistical reports, we had found it necessary to resort to more informal means of feedback, and also to express criticisms and recommendations in an explicit manner.

In sum, because of the time-lag between data collection and report writing, the fact that the participants were anxiously seeking our judgment and advice, and the alleged superficiality of statistics, we gradually shifted to a type of intervention that was both more informal and more directive.*

Before delineating the types of informal intervention in which we engaged, it is important to note an exception to our generalization that formal, non-directive feedback was regarded as less satisfactory than informal, directive feedback. This exception was an attempt to conceptualize the experiences reported by all of the field agents during a four day training session, and then feeding back that conceptualization in lecture style in the form of a multi-dimensional framework for guiding the activities of the field agents in the future. Because of the positive response to this formal presentation, which was made at the close of the training session, the evaluator put his ideas into writing in a paper entitled "Developing a Strategy Based on Particular Clients and Their Setting," which was distributed to the program staff shortly after the training session.

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*Perhaps an additional reason for this shift of emphasis was our own greater sense of security in dealing with the pilot states as time went on.

The opportunity to engage in this kind of feedback was rare, however, owing to the infrequent gathering of all the field agents to discuss their work and problems. Not only were the agents divulging a great deal of information about their work during the workshops, but they were simultaneously building up a strong interest in receiving guidance on the issues that were being raised. Thus, when the time came for the evaluator's presentation, the agents were ripe for some kind of systematic guidelines to help them with their work. All of these circumstances in combination contributed to the success of this conceptual type of feedback.

Now let us turn to the various kinds of informal feedback that we engaged in, that is, feedback tailored to the needs or experiences of a particular individual or project and that was relatively casual in tone. This mode of intervention was pursued in four major ways: (1) oral presentations to project directors; (2) site visits by the Bureau staff in New York; (3) correspondence and phone conversations; and (4) greater use of the field observers in giving support and assistance.

(1) Oral presentations. Our one extensive oral report to all of the project directors occurred about midway in the program. In addition to presenting our "evaluation model," we voiced a number of criticisms and recommendations. Here are some examples:

> There should be more visits to the field by the retrieval staff and the project directors, not to "check up" on field agents but to observe the situation in which they are working and learn about their problems.

> There is great under-utilization (if any) of university specialists, and some under-utilization of SEA consultants.
>
> There should be some provision for inter-visitations of field agents, both within and between states.
>
> The field agents need more clerical assistance in their offices for manual searches or for record keeping.
>
> Encouraging lateral communication between districts so that local practices spread more widely may not be advisable. Some quality-control of home grown practices is needed; and in any case, the emphasis of the pilot state program should be on tapping the national pool of expertise.
>
> The increased emphasis on disseminating kits of information on certain general topics might signify a drift away from individualized service to practitioners. It is somewhat similar to using textbooks rather than individualized materials with students.

Since almost all of our criticisms entailed an increase in financial outlays, however, they were not noticeably implemented in the following months. Nevertheless, the directors appeared to appreciate this more directive, rather informal approach by the evaluation team. Indeed, there was not a single objection or attempt to mitigate our criticisms, despite the fact that our talk was given in the presence of USOE officials.

(2) Site visits. An example of informal intervention by one of the Bureau staff in the course of a site visit occurred when the evaluator discovered that the retrieval supervisor had not been given guidance in the handling of requests which came directly from clients (usually over the telephone) rather than through a field agent. The evaluator simply walked into the director's office, informed him that there was some confusion about how to handle this type of communication, received the director's decision on the matter and returned to the retrieval staff with that decision. Of course, when the evaluators were visiting with the field agents, there were many opportunities to discuss strategy and tactics and to make suggestions or lend moral support.

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(3) Correspondence and phone conversations. There were numerous occasions on which the New York evaluators talked with the project participants by phone. In particular, a great deal of discussion took place about the most appropriate format for an information request form which we had designed and proposed for adoption.

The most important feedback by means of the mail occurred when we prepared lengthy letters for two of the project directors summing up our observations of their projects, rendering judgments of their work and setting forth explicit recommendations.* A few excerpts form these letters, which were written after almost a year of operation, will give the reader some idea of tone and purpose:

> The (state) staff exhibits much more of a team approach now than it did at the beginning. The monthly staff meetings seem to have been very useful in bringing the field agents and the central staff together to discuss the directions in which the project is going. Communication is still difficult, however, and we suggest that you, as project director, give more of your time to supervisory visits to the field. As you see the field agents in action you will be better able to give them advice on how to operate, and where to go next. Such visits might also help you to anticipate where consulting services will be needed in the future, and to make tentative arrangements for technical assistance.

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> You seem to have made little effort to actively involve consultants from universities in the area, although (the retrieval specialist) has been working on compiling lists of outside resources. We realize that consultant fees are expensive, but university personnel can often be used without incurring such costs if projects or ideas are of personal interest to them. . . . There is a clear shortage of personnel to work on consultation for implementation.

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> Although we feel that the desire to gain access to make a strong impression on certain districts justifies concentrating on particu-

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*Because of our limited knowledge about the project in the third state, we were unable to write to the director there.

> lar schools or individuals, an effort should be made this year to stimulate requests from other areas of the district.

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> Screening entails more than just checking on the degree of content-relevance of the computer output. It might require an additional step in specification of the request (according to client characteristics and their setting), which needs to be done when the field agent submits his request to the retrieval staf. . . . We wonder if it might be useful for retrieval personnel and field agents jointly to attempt to codify the standards or characteristics they are using in the judgments made while screening.

(4) Field observers. The fourth major means of informal feedback entailed both directive and non-directive efforts on the part of field observers. It may well be that this avenue of intervention was the most successful of all, for the program personnel seemed to derive a good deal of satisfaction from the supportive and advisory roles of our observers. As noted earlier, the field agents ranked the observers on a par with the training team in terms of contribution to their work. While hindsight tells us that in view of the observers' status and expertise (all but one had a doctorate, while only a single field agent held this degree) and also the marginality of the field agents' role, the agents were bound to have recourse to the observers, we must confess that this development was wholly unanticipated. To be sure, there was variation in the degree of openness and collaboration with different observers, but by and large the relationships that developed were more productive than we had expected.

It is noteworthy that the informal assistance of the field observers made it possible for the central staff of the evaluation, which was located at the Bureau of Applied Social Research at Columbia University, to concentrate on methodical analysis of qualitative and statistical data during the first months of the program. While the observers were rendering assistance and support on a daily or weekly basis, the Bureau staff was collecting data in a more systematic fashion and writing formal reports for periodic distribution. Thus, an inherent conflict between the needs of the states for *quick feedback* on a day-to-day basis, on the one hand, and their equally important need for thoroughgoing *analysis* of field and documentary data, on the other, was resolved by a division of labor between the observers and the central evaluation staff. We regard the emergence of this division of labor as one of the important discoveries of our experience. For it would seem highly advisable for future formative evaluators to make provisions for precisely this type of *multi-level* data collection and feedback. Now let us look at what the observers were actually doing in the way of formative work.

While coding our cassette tapes and other qualitative information, we paid careful attention to the interventions of our field observers. Earlier we had instructed the observers to record the interventions in which they engaged. The reason for this instruction was to assess the extent to which the formative evaluation had "contaminated" the natural situation. Therefore, we have a wealth of information on these interventions. Here we can offer only a few examples.

The interventions of the field observers fall into five categories: (a) providing role-support, including positive feedback from clients; (b) making suggestions about procedures; (c) interceding in behalf of other staff members and facilitating communication among them; (d) interceding with clients in behalf of the project or providing information about the service; (e) supplementing the role of the field agent by direct assistance to clients.

a. Role-support

The provision of role-support seems to have been quite important, especially in the early stages of the project when the agents and directors were somewhat unsure of their jobs. As one of our observers noted: "My presence in December gave (the field agent) a sounding board on how he did on his first initial contact visits. At that time he was feeling isolated and undirected to some extent, and I may have helped reduce the isolation." No doubt the provision of role-support was also an important means for the observers to gain the trust and collaboration of the project staff, thereby paving the way for more extensive involvement later on.

Some specific examples of this function follow.

> One field agent had become disheartened by the response to his needs assessment in several districts. The field observer told him that he had been calling superintendents and directors of curriculum for feedback on the program, and had found that although it was too early to determine the impact of the service, the clients' feelings were more positive than negative. In particular, the observer pointed out that school personnel were enthusiastic about the opportunity to obtain information from the regional retrieval center.
>
> A field agent had begun his work in a relatively low-keyed fashion by working with individual teachers rather than with administrators, and by failing to call upon the technical assistance that was available in the SEA. Because the project director had expressed some displeasure with this approach, the observer reassured the agent that he had established exceptionally strong ties with clients and was building up good public relations for later, more large-scale efforts. He also reassured him that the agent's recent offer to call upon state specialists was a good way to bridge the gap between information-giving and problem-solving--thereby both endorsing the request of the project director and pointing out its advantages to the agent's own work.
>
> An observer reassured the project director that the USOE's negative perception of his work was not justified. While the USOE felt that the director had failed to lay down a general policy to guide the project, the observer pointed out that the evaluation team felt that the director did have a definite direction in middle level administrative matters. The director admitted that this reassurance "meant a lot to him."

> Several agents were eager to hear the reactions of clients to their work, which reactions were conveyed by the field observer. One agent expressed particular interest in learning how clients felt about his involvement after information had been returned, so the observer interviewed a client who had used the service extensively in developing a new school program. The client conceded that "the agent had a perfect right to know how the baby was growing," and cooperated fully with the observer. The agent was gratified to learn that his role had been deeply appreciated.

b. Advice, suggestions.

Direct advice to the project staff was rendered by the observers on numerous occasions. Sometimes these suggestions were solicited by the agents, but most often they were volunteered. As the following examples show, the suggestions ranged from matters of general strategy to questions about specific procedures.

> An observer suggested that an educational expert be invited to each of the monthly staff meetings so that the field agents would be kept abreast of new developments in education. The suggestion was enthusiastically received by the director, and the observer made arrangements for the first speaker, who was a professor of education.
>
> Following a meeting with a principal, the observer said that the field agent sometimes spoke too quickly for the client to grasp his meaning. The agent should slow down to make sure that he was understood, the observer concluded.
>
> One of the state projects had been emphasizing the identification of "problems" in the schools so that assistance could be applied to their solution. In a staff meeting, an observer pointed out to the director that the word "problem" implied a change of some magnitude, while smaller changes might also be desirable. Thus, it might be better to avoid this term when talking with clients.
>
> A field agent asked the observer to help him write a letter to the director of the retrieval staff to obtain information on "communication." The observer said that "communication" was too broad a term, then sketched a diagram of a communication network in a school for the agent's benefit.
>
> Materials that had been requested by a particular superintendent were not going to be used. The observer asked the agent if the materials could be salvaged somehow. The agent replied that he hadn't thought about it before, but that he could use the materials to fill a request that he had just received from another school.

In a team meeting, an observer suggested that the agents apprise themselves of the contents of information packages so that they could suggest them to clients when appropriate.

An observer offered to help an agent design a questionnaire to study the reactions of teachers to a new in-service program which the agent had been promoting.

In mid-summer an observer advised the field agent to gather materials that principals might want to use in their orientation sessions with new teachers and administrators in the fall. If she could conduct an informal survey to ascertain the commonalities of interest among the principals, she might be able to prepare the more popular packages in advance so as to reduce turnaround time later on. Specifically, he suggested a computer search on orientation methods and topics. A list of available resources could then be distributed to principals, and later they could get together to select the best materials.

An observer had the impression that an agent was generally acting on impulse without thinking through his plans. He therefore suggested that the agent try to sit down and think about his work patterns, and perhaps come up with some ideas for improvement.

An observer convinced the project director to eliminate a confusing conceptual model from a proposal for extended funding.

Quite early in the project, an observer proposed that microfiche readers be placed in the hands of each field agent, and also that each field agent have the ERIC abstracts at his disposal.

An observer cautioned a field agent against starting a practice of supplying information to students for report writing.

c. Interceding with other staff members, facilitating staff communications.

Two of the observers whose responsibilities covered the SEA as well as the field agents were helpful in facilitating communications and in speaking up in behalf of staff members whose situation or work was misunderstood.

An observer learned that one of the field agents was quite dejected about his lack of office space in the intermediate service agency. It became evident after a certain period of time that the project director was unaware of the severity of the problem and that the agent was reluctant to solicit help from the director. Indeed, the agent was thinking about resigning over the issue. The observer felt that the situation had reached the point where it was necessary for him to inform the director. He told him about the agent's feelings, and the director intervened and obtained office space.

An observer learned from an agent that he was worried about the decision to spread the dissemination program to non-target schools. Did this imply that the emphasis would shift from the field agents to the retrieval process? The observer suggested that he send a memo to the director expressing his concern and requesting that the issue be put on the agenda of the next monthly meeting.

A field agent felt that the retrieval staff was at fault for providing information for a client which the client already possessed. The observer pointed out that it might help to follow the procedure of another agent, that is, to attach a note describing the client to the request so that his "level of sophistication" would become known to the retrieval staff.

The supervisor of the retrieval office was uncertain about when she had authority to call upon a specialist in the SEA. The project director's answer did not satisfy the supervisor; so the observer suggested to the director that if the request was simply for information it could be routinely referred to a specialist, but if it entailed a site visit then it would have to be sent through channels for approval.

An observer invited the supervisor of the retrieval office to visit a workshop in which a field agent had become involved for the purpose of seeing the agent in action. The agent was somewhat hesitant because he was afraid that he would behave self-consciously during the visit. But the observer convinced him that it was a good chance for the supervisor to observe him at his best; and later made arrangements to drive the retrieval supervisor to the school.

d. Interceding with clients.

Occasionally the field observers assisted the agents in their relations with clients by explaining the service or helping with access.

A school district had decided to terminate a needs assessment before the field agent had had a chance to feed back the results to the staff. It was not known whether the school would use the information for future planning. The observer therefore offered to see the superintendent as a "disinterested third party" and to intercede in the agent's behalf. The agent agreed, and said that he would not visit the superintendent until he had heard from the observer.

A school principal had forgotten to announce the highlight of a faculty meeting, namely, a viewing of the field agent's in-service TV program. The observer, who was present at the meeting because of a follow-up visit, reminded the principal who promptly announced the program before all of the teachers had departed.

> While pretesting a questionnaire, an observer learned that two teachers did not know how to get access to the service and had confused it with the information facilities at a nearby educational lab. The observer explained the project, and suggested that they send a letter to the director outlining the areas in which they were interested.
>
> During a meeting between a field agent and a superintendent, the superintendent mentioned that he was interested in overcoming a tradition of poor communication between teachers and administrators which had emerged under the previous superintendent. The observer pointed out that a superintendent in the other target district was working on a similar problem, and that perhaps the field agent could find out how he was going about dealing with it.

e. Giving direct assistance to clients.

Certain of the field observers were requested to assist clients because of their expertise in a particular area. Thus, there were several occasions when the observers behaved as consultants.

> An observer who was also an employee of the intermediate service agency was asked by the field agent to inform a superintendent about his (the observer's) plans for a drama workshop in another district. The agent asked the observer to extend the same service to her client's district.
>
> An observer who was preparing a book on educational innovations was invited to make a presentation to the senior and junior high staff on innovations in education. On another occasion, a superintendent had asked the observer about educational parks. Later the superintendent reminded the field agent about his query, and the agent asked the observer to supply both the agent and the superintendent with information about educational parks.
>
> An observer who was the dean of the school of sciences in a local college was asked to give an ecology course for teachers in the district, for which the teachers would pay. The field agent noted, "This shows that we are not limited by funds when the need is identified. They feel like the stuff they are getting is filling their need--we're not limited."
>
> The head of the retrieval office told an observer that she had a request from a client on competency, but that she had been unsuccessful in reaching the client. The observer offered to deliver a note to the client, whom he was going to see in a meeting on the following day.

An observer suggested that a superintendent use the retrieval system to find out about areas of research in order to generate program proposals. He also suggested that the district give monetary incentives to the staff for developing proposals. The superintendent agreed, noting that it was easier to get the staff to implement new programs if they had to champion them.

The vice principal and guidance counselor of a high school was interested in using the service to supply information to his new faculty-student committees. The observer suggested that the vice principal could serve as a linking agent between the service and the committees, that is, he could clarify requests and weed out those that could be best serviced elsewhere.

* * *

Looking over these interventions it might seem that the observers were acting virtually as members of the project staff. But it is unlikely that the same formative role could have been performed if they had been staff members. Their freedom of access to all members of the project, their ability to acquire a bird's eye view of the project as a whole, their location in a local college or university (in the case of two observers), their freedom from specific tasks and their independence from the authority of the project directors--all of these circumstances made it possible for the observers to perform as *ombudsmen*, *informed critics*, *project liaison* and *resource personnel*.

Our recognition of the observers' contributions leads us to recommend that future extension agent programs would be well advised to *institutionalize* this role. Thus, local educational experts might be recruited on a retainership basis to serve the needs of the field agents and other project staff for role-support, consultation, facilitation of staff communication, liaison with universities, and so forth. The dispersion of the project staff, the location of the service in the SEA, and the many unresolved problems in setting up and operating an educational extension service would seem to require the role of a free-floating observer and commentator.

E. HINDRANCES AND FACILITATING CONDITIONS

Our recital of the field observers' interventions should not be construed as signifying that no problems arose in gaining access and establishing trust, or that the program personnel were not occasionally perturbed by the work of the observers. On the contrary, in one state it took about three months for a field agent to "loosen up" and be willing to discuss field experiences with the observer. On several other occasions, observers were resented for intruding themselves into the work of the field agents. For example, after a field observer had made several suggestions about the agent's interviewing style, the agent responded:*

> You make conclusions and sometimes I don't think you have enough evidence to come to those conclusions. You talk about me patronizing clients. Well, you patronize me.

On another occasion, when the observer felt that an agent was being evasive, he said:

> I pick it up that sometimes you get uncomfortable with my role and what I'm doing. It may boil down to the fact that you're not sure what my role is.

To which the agent replied:

> Now, that I would wholeheartedly agree with. At the beginning you confused the role . . . you couldn't define your role. As an observer, you had to observe, but you gave too much input. Instead of listening, you were saying more what should be. Therefore, the direction of your activities was geared to areas in which you were interested . . . You always wanted to stop and deal with issues in a directive way.

Basically, all such problems arose from the initmacy of the relationship with subjects required by our evaluation procedures. It should be noted that our formative research design necessitated almost total immersion in the activities of the projects. The success of this approach depended on more than mere physical access--it depended on psychological access as well.

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*Quotations are taken from cassette tapes.

Physical access, which suffices for highly structured before-and-after evaluation, becomes inadequate if one wishes to examine the daily activities and attitudes of participants by means of observation and unstructured interviews and to intervene on the spur of the moment. Only if the subjects are willing to behave in a normal manner, to cooperate with the researcher's data-needs and to reveal their problems without reluctance will the observations of the evaluator carry any reliability. And only if the evaluator is sensitive to the anxieties and autonomy-needs of the participants will he be able to elicit their cooperation and respect. One of our first tasks, then, was to try to gain the trust and collaboration of those whom we were studying.

When one is engaged in evaluation as well as formative work, it is by no means an easy matter to establish a climate of cooperation and trust. There are two major reasons for this. First, because of the inherent conflict between being judged, on the one hand, and the need to reveal one's difficulties in order to receive assistance, on the other, the program participants may wish to conceal or mitigate their problems and activities. This dilemma was encountered several times, until we found ourselves virtually denying that we were doing "evaluation" in an effort to break down the psychological barriers that separated us from the participants. Instead, as we sought to reassure the participants, we were engaged in "documenting" and "assessing" the program, in "seeing what works," in "generalizing from this experience for the benefit of future programs," and so on. The term "evaluation" was more and more shunned; and interestingly enough, our substitutions for the term seemed to boil down to the old-fashioned phrase "applied research." Thus, it would seem that the first condition for doing formative work is to expunge from the minds of the participants all traditional notions of evaluation, and to emphasize the roles of helping the staff and of doing research. From a human relations standpoint, perhaps a better term for this type of enterprise would be formative research.

A second reason that it is difficult to establish and maintain a free-and-easy relationship with the program staff stems from a temptation on the part of evaluators to abuse their latent power over the program, a power which inheres in their right to reach final judgments about the program and to publish their conclusions. Thus, they may assume that their authority to judge the program and its staff gives them free rein to criticize and control the work of the participants. If this temptation is not suppressed, the participants might rebel against the evaluator for limiting their freedom of action. (The interchange quoted earlier may have arisen from this difficulty.) Thus, the evaluators must always bear in mind that they have a good deal of power over the participants by virtue of their evaluative role, and be extremely careful not to abuse this latent power.*

A related circumstance that hampered our own formative efforts was the fact that the evaluation had been imposed upon the states by the requirements of the USOE. If the states themselves had requested a formative evaluation, their willingness to disclose problems and to seek advice would have been pretty much guaranteed. In our case, the evaluation project was viewed to some extent as an arm of the USOE. From this standpoint, it would be natural if the project directors were reluctant to reveal their operations to the evaluation team. One director, for example, believed that our responsibility for feedback should be limited to reporting to the USOE rather than to the states themselves; and was convinced that a major purpose of the evaluation was to recommend termination or continuation of the state contracts. In view of this tradition-bound notion of evaluation, which we were totally unable to alter in the case of this one director, it is not surprising that the director resisted the work of the evaluation team throughout the program.

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*The evaluation director has the responsibility of monitoring his observers' intervention, of course. For example, when it appeared that an observer was creating resentment, the director instructed him to desist from intervening for the indefinite future.

If formative evaluation must be imposed by funding agencies it is of utmost importance that the agency makes clear to program personnel that the evaluation team is a semi-autonomous part of the total operation; and that its responsibilities to program staff are at least as important as its responsibilities to the funding agency. Also, the evaluators themselves should do everything in their power to clarify their role in terms of objectives, procedures and limits of authority. It was our assumption that the proposal we had submitted to the USOE would suffice to explain our aims and procedures to the states, but this means of communication turned out to be totally inadequate. It therefore became necessary to prepare a detailed memorandum on the role of the formative evaluation team. This memorandum was addressed to such questions as the following:

> How will the information collected by means of the various forms be assessed, utilized, and reported?
>
> How qualified are the field observers to record what actually goes on and results from social interaction processes? How are they to be trained?
>
> To what extent will the presence of the field observer impede, prevent, or interfere with the field agent's obligation to establish a trust relationship with his client?
>
> What is the role of the evaluation team?

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The last question was answered as follows:

> *First*, the team is responsible for understanding the *specific goals* of the State projects (copies of the check-list have been sent to the field observers, and a memorandum on the distinctive goals of the three states is being prepared for distribution). Project *goals* are the "dependent variables" of our study.
>
> *Second*, the team must gather information on (a) day-to-day operations or procedures, and (b) the consequences or outcomes of these operations, e.g., utilization of information in schools, attitudes towards the service, etc.
>
> *Third*, the evaluation team is responsible for *assessing* this information in light of the states' objectives. *Procedures* which seem to be either hindering or helping the achievement of objectives will be identified by looking at outcomes. (The *outcomes*, of course, will be compared with the stated goals of the projects.)
>
> *Fourth*, the team is obligated to *feed-back* its assessments and evaluations to the project staff so that the states can use this information *if they so desire*.
>
> *Fifth*, the team will prepare a final report that sets forth an overall assessment and evaluation of different aspects of the pilot program, and makes recommendations for future programs. We are in no way interested in making such statements as X is doing a good job, but Y is doing a poor job. Such statements are non-productive. We want to know what makes certain procedures work and others not work.
>
> In sum, then, our role is to *assess* the situation in light of the states' goals, to *offer help* in improving the program, to arrive at an *evaluation* of different procedures and to offer *recommendations* for future programs.

This memorandum seemed to satisfy the needs of the directors for a clearer statement of aims and procedures. The director who had objected to the evaluation initially, however, was only temporarily assuaged. Thus, under certain circumstances not even a clear statement of the role of formative evaluation is sufficient to overcome skepticism and a sense of being threatened.

The continuing problem of gaining access to one of the state projects touches upon another condition which is necessary for the success of formative

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evaluation, namely, an experimental or developmental orientation on the part of participants. The overriding goal of the pilot state program was to develop and test a new system for the dissemination of information. That the project director who resisted our work may have misunderstood this purpose is suggested by the fact that at an early stage in his project he encouraged rapid development of his program according to a standardized set of procedures to be followed by a relatively large staff with a refined division of labor. It was almost as if the project had been tested and proven and was now ready for permanent installation. Thus, instead of allowing procedures to emerge according to the needs of clients and the administrative demands of day-to-day activities, an elaborate work-flow was established in the first weeks of operation. If the director did not approach the project as a truly "pilot" endeavor, it would be understandable if he saw little value in informal feedback or assistance. In sum, while formative research can help sustain a flexible approach to program development, as mentioned earlier, at the outset there must be a minimal definition of the program as a developmental enterprise--otherwise, cooperation with the formative evaluator will appear to be irrelevant and intrusive.

Another set of facilitating factors concerns the qualifications of the formative evaluators. Not only must they be able to establish good relations with personnel in the program, but they must have sufficient expertise and experience to provide real assistance. Because our observers were, for the most part, highly trained and experienced in professional or social science fields, they were able to give advice about interpersonal process and organizational procedures. And the two professors in schools of education could draw upon their professional expertise and academic contacts for assistance of a more specialized nature. Incidentally, our original intention had been to recruit advanced graduate students for field observations; but when we contacted the academic institutions in the states, we were referred to faculty members or to recent doctorates. Despite the additional drain on the research budget, we therefore decided to hire doctoral level personnel. This turned out to be highly advantageous, especially when the program staff began calling for more assistance and feedback than the evaluation team at the Bureau was able to provide.

A final facilitating condition concerns the freedom of the evaluation team to collect data from clients or participants by means of structured instruments early enough in the program so that there will be sufficient time to analyze and feed back this information. This may sound like a truism, but in dealing with some federal agencies the requirements of clearance for data collection instruments make it virtually impossible to achieve this goal. In our own case, a delay of several months was imposed by clearance of our questionnaire intended for users of the service. Hence, survey data from users were not collected until more than a year after the program had commenced. The program was therefore unable to benefit from this data at the most critical phase of its development.

To sum up, the major conditions that help to overcome the typical problems of formative research are: (1) psychological as contrasted with mere physical access to participants, which requires the development of a climate of trust and collaboration; (2) voluntary participation in formative evaluation rather than imposition by a funding agency, or lacking this circumstance, recurrent effort to define the goals, authority and responsibilities of the evaluation project; (3) minimal willingness of program participants to evolve and try out their procedures over time; (4) skill in interpersonal relations and relevant substantive expertise of observers; and (5) freedom of the evaluation team to engage in large-scale data collection early in the program so that meaningful feedback is possible.

F. DILEMMAS OF FORMATIVE EVALUATION AND THEIR RESOLUTION

By its very nature, formative evaluation combines three kinds of intellectual pursuits: research, evaluation and expert assistance. As already suggested, there are certain features of each of these activities which are bound to come into conflict. For example, we have alluded to the conflict between observing the natural course of events, which is a requirement of research, and "contaminating" the situation by intervening in it. It is the purpose of the present section to identify the major sources of conflict among the distinctive features of research, formative work and evaluation, and to suggest certain ways of precluding or resolving each of these problems. There were five major conflicts that we experienced.

In the first place, as mentioned earlier, the fact that the evaluator has sanctioning power over program personnel may mean that these personnel will try to conceal weaknesses and difficulties while emphasizing strengths and successes. This tendency conflicts with the need of the formative worker to learn about the problems that are encountered by the participants so that he can give them assistance. A second conflict between formative work and evaluation entails the need for impartiality in making value judgments as opposed to the tendency of persons who are giving assistance to become affectively involved with a program, that is, to develop a personal stake in in its success. To put it another way, the formative evaluator is placed in the peculiar position of having to judge his own interventions.

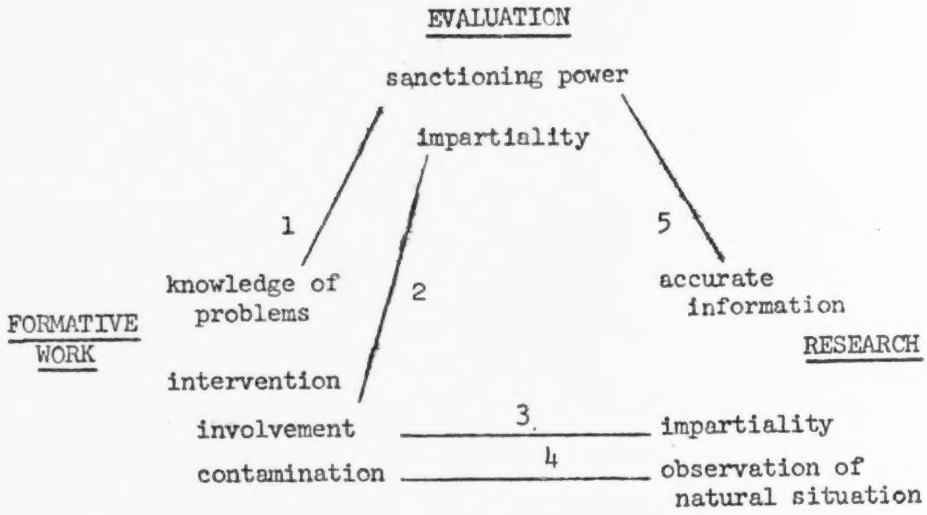
Another pair of dilemmas arises from the combination of formative work and research. First, the involvement that is generated by assisting with a program may undermine impartiality in the collection and analysis of data--which is the same issue with regard to evaluative impartiality, but now touches on a basic epistomological problem in research. Second, the contamination of a situation by an intervention means that the researcher is no longer observing the natural situation.

A final conflict stems from the sanctioning power of the evaluator, on the one hand, and the need of the researcher for accurate information, on the other. Because the participants are being judged, it would be natural for them to conceal their difficulties, as mentioned before. Thus, regardless of the researcher's plea for representative and reliable data, it may be very difficult to elicit the candor and cooperation of those whom he is evaluating.

Do all of these contradictions and cross-pressures mean that formative evaluation is doomed to produce nothing better than irrelevant assistance, biased data and unfair judgments? We believe not, for there are a number of corrective mechanisms that may be brought into play to help resolve each of these conflicts. Before suggesting what these mechanisms are, a simple diagram of the dilemmas that we have identified will help to clarify our discussion. (See diagram, page 38.)

The diagram recapitulates our discussion in graphic form. It can be seen that there are five potential conflicts. Two of these (1 and 2) occur between features of evaluation and features of formative work; two others (3 and 4) occur between features of formative work and features of research; and one (5) occurs between evaluation and research. Now let us see how each of these conflicts was either precluded or resolved in our own work.

THE INHERENT DILEMMAS OF FORMATIVE EVALUATION


EVALUATION
sanctioning power
impartiality
1
knowledge of problems
2
5
accurate information
FORMATIVE WORK
RESEARCH
intervention
involvement
3
impartiality
contamination
4
observation of natural situation

1. Sanctioning power of evaluation versus disclosure of problems for assistance.

As already mentioned in connection with the importance of psychological access to participants, we tended to play down the "evaluative" aspect of our work and to emphasize our formative and research responsibilities in order to overcome the participants' reluctance to reveal their problems. This strategy was greatly facilitated by the division of labor that emerged between the field observers and the central evaluation staff, whereby the observers played the most active role in intervention, while the Bureau personnel handled the greater part of the evaluative efforts.* In the first place, because the observers were often available for assistance and feedback, and were visibly documenting the procedures and outcomes of the project, they served to remind the state staff of our formative and research roles as contrasted with our judgmental role. In the second place, the observers served as buffers between the central staff and the participants by (a) intervening in behalf of the state personnel when they felt that the judgments of the central staff were too harsh, or (b) explaining and "selling" the requests and judgments of the central evaluation staff. This buffer function sometimes placed the observers in a position of role conflict, which usually led them to ask us to deal directly with the state staff. In this way, they were able to keep aloof from basic conflicts between the central evaluation staff and the state personnel, thereby preserving their credibility and trustworthiness with both parties.

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*For a report of an experimental intervention effort in which the division of labor between the intervention and evaluative components were built into the research design, see Benedict, et al (1967).

Another means for resolving the conflict between sanctioning power and need for information for purposes of assistance was to emphasize the developmental nature of the program. This emphasis means that all evaluative conclusions are interim rather than ultimate judgments, at least until the action program has had a chance to run its full course. The only purpose of such interim judgments is to help the participants resolve their difficulties, it was pointed out, not to accumulate evidence for or against them in any ultimate sense--and by so doing to help design a program that will really work. If the participants can be made to understand this goal, they will be more willing to disclose their difficulties and to seek assistance from the evaluation team.

2. Impartiality of evaluation versus involvement of formative work.

The danger that the evaluator will become personally identified with the parts of an action program which he has helped to shape, or even with the program as a whole, is a very real one. There are certain conditions that would seem to reduce this eventuality, however. In our case, the fact that the central evaluation staff was composed of liberal arts personnel (sociologists) rather than professionals (educators) prevented the customary service-orientation of professionals in education from undermining impartiality. Thus, there was no special commitment to any "educational philosophy"; indeed, we were not even sure that the available research on education deserved to be promulgated to practitioners. Again, perhaps trial-and-error in the classroom is actually a better teacher than the results of experimental studies; or perhaps the best way to bring about innovations in education is to mandate them by law rather than try to elicit the voluntary cooperation of practitioners. In other words, not having been socialized in professional education, our outlook was one of mild skepticism towards most of the traditional proposals for educational change, and this perspective was transferred to operations of the dissemination program itself. Further, because our careers lay outside of the field of professional education, the success or failure of any particular practice, or even of the program as a whole, could not affect our professional futures. Thus, it was unlikely that we would become so committed to the program that our ability to arrive at impartial judgments would be undermined.

What these considerations suggest is the advisability of recruiting personnel for formative evaluation from outside the profession of education. This is an admittedly difficult goal to achieve, since liberal arts scholars are seldom interested in becoming involved in the day-to-day problems of an action program. This reluctance may be especially unfortunate for the social sciences themselves for we believe that formative research and evaluation provide insights into social structure and process which can be gained only by intensive involvement in the world of practice.

Another safeguard against becoming identified with a particular aspect of the state projects was a certain flair for argumentation among members of the evaluation staff. Thus, when one staff member waxed enthusiastic about a certain practice, about a certain field agent, or even about one of the projects as a whole, his colleagues were bound to raise searching questions which tended to correct any bias. This social system of interpersonal checks and balances played an important role in maintaining circumspection of judgment. A necessary condition for its emergence, of course, is a democratic climate on the project. Each staff member must feel that he has a right to voice criticism of others' judgments without the least fear of reprisal.

There is another side to the problem of becoming strongly identified with some feature of the program which one has endorsed, and that is the participants' perception of the evaluator's commitment, independently of the latter's true feelings or expectations. Whether or not the formative evaluator feels strongly about his intervention, the program participants might assume that his commitment to the intervention means that they will be penalized for ignoring his advice. Thus, it became important for us to reassure the participants that none of our suggestions were to be interpreted as commands, and that the participants could ignore our advice with impunity. In our presentation to the project directors, we distinguished between (1) suggestion, (2) advocacy, and (3) command. We pointed out that our suggestions should not be mistaken for advocacy, and that certain things that we advocated should never be mistaken for commands. We assured the directors that we had no authority to issue commands; and that even when we advocated a particular practice, we would not hold the participants responsible if they chose to ignore our advice. This presentation seemed to relieve certain tensions that had developed between the evaluation project and the state directors with respect to the boundaries of our authority.

3. Involvement of formative work versus impartiality of research.

The conflict between maintenance of an impartial, scientific attitude, on the one hand, and becoming personally involved through interventions, on the other, is similar to the conflict we have just discussed. In both cases, the observer runs the risk of becoming personally identified with those aspects of the program which he has advocated or helped to implement, or even with the program as a whole. The effect on research could occur at a number of points--in focussing on particular aspects of the program for intensive study, in developing the research instruments, in judgments of validity, reliability or representativeness of observations, in choosing which topics to emphasize in the analysis and in reaching final conclusions.

It is possible that a bias in the research role will have more serious consequences than a bias in the evaluative role. In the first place, prejudicial judgments can be altered or corrected with relatively little effort, but biases which are built into the research design or instrumentation are extremely difficult to remedy. Second, research data (and especially data presented in statistical form) have a much higher degree of credibility than judgments which are based on non-systematic observations. Thus, any bias in the results of research will have greater repercussion than a comparable bias in sheerly evaluative statements.

It would seem that the safeguards that we have mentioned in connection with the impartiality of evaluative judgments apply here as well. A certain aloofness from the service norms of education, and provisions for colleagial scrutiny of all decisions bearing on the strategy and tactics of research, will no doubt contribute to scientific neutrality.

4. Contamination of formative work versus observation of the natural situation.

It is an axiom of social research that in order to arrive at predictions which are highly generalizable, the researcher must not intrude himself into the natural situation. It is generally recognized that this norm is often quite difficult to observe unless elaborate precautions are taken either to remain wholly invisible to the subjects (i.e., to use "unobtrusive measures") or to measure "reactive effects" through experimental controls so that the effect attributable to the experimental variable can be isolated. Obviously, such measures are irrelevant to the situation with which most social researchers are confronted. Interviewing, obtrusive observation, and the taking of tests and the filling out of questionnaires are often necessary techniques. In formative evaluation of a large-scale action program, these techniques are necessarily combined with actual participation and intervention in the program. How, then, can the research component of a formative evaluation come anywhere close to compliance with the norm of non-contaminative observation? There were two ways in which we sought to cope with this problem.

First, we instructed the field observers not to intervene in a situation until the natural pattern of events had definitely been established. For example, when it seemed that one of the field agents was demoralized because of his lack of office space in the intermediate service center where he had been assigned, the observer allowed the situation to continue, and even worsen, until the eleventh hour. When it appeared that the field agent was considering resigning, the observer finally stepped in and advised the project director to take immediate action. In the meantime, the observer had established beyond a shadow of a doubt the importance of open and recurrent communication between the project director and his field agents, the importance of a director's using his authority to help out an agent in the field, and the crucial contribution of the intermediate center in providing role-support. Had the observer intervened much earlier, we could not have been sure if the demoralization of the field agent was related to his position in the intermediate center or to some other factor, and whether the director would have corrected the situation as a result of normal lines of communication.

It is our impression that during the early phase of observation most of the observers complied with our instructions to postpone their interventions, but as time went by they tended to give advice and support without sufficient regard to their research role. We now feel, therefore, that we should have stressed the latter role more than we did, reminding the observers from time to time that their observational work was as important as their formative role, and continually warning them of the dangers of disturbing the natural situation.

To some extent, this problem was compensated for by our second safeguard, namely, the conscientious reporting and coding of each intervention. This information together with background knowledge of the events leading up to the intervention made it possible to discern whether the observer had intervened prematurely. Also, apart from the question of the timing of an intervention, a record of each instance of feedback made it possible to trace out the effect of the observer's intervention on the natural situation. This method provided a rough means of assessing the impact of the evaluation as a whole, and of distinguishing between indigenous changes and those stimulated by the observers or the central evaluation staff. By taking these latter effects into account, one can gain a better picture of what the program would have been like if it had evolved naturally.

5. The sanctioning power of evaluators versus the researcher's need for full and accurate data.

As mentioned earlier, it would be natural if the participants sought to conceal or screen the information that is made available to an evaluator. This problem interferes with the researcher's need for accurate data as well as with the formative worker's need for information about problems requiring assistance. In addition to distortions of information, program participants may exert subtle pressures on the researcher to alter his design or instruments by pleading for non-interference with their work schedule, by insisting that clients of the service not be bothered or by withholding their full cooperation during the data-collection phase.

These pressures were experienced in the design of our questionnaire for clients of the information service. Over and over the program personnel complained about the length of the questionnaire (six printed pages) and the irrelevancy of some questions. Since it was important for purposes of multivariate analysis to measure many more facets of the client's experience with the service than practitioners ordinarily consider necessary, it was difficult to justify these items to the state project personnel. For example, one of the state co-directors insisted that only a single question was really needed for measuring the clients' satisfaction with the program, and that our efforts to measure the exact use of the information were superfluous. The question that was recommended was the following:

> Overall, would you say that this information program is a valuable service to educators?
>
> ___ Yes ___ No ___ Don't know

Our objections to the effect that the question was an extremely leading one and depended entirely on the respondent's subjective assessment were ignored. Indeed, in this particular case, they were taken as evidence of a rigid attitude on the part of the researchers. For the sake of maintaining good relations, therefore, the question was included in our questionnaire. (As expected, virtually all of the respondents checked "yes.") Fortunately, we did resist pressure to let this question stand as the main indicator of client satisfaction with the service. Responses to other questions which dealt with specific uses of the service and offered a wider range of response categories suggested a much lower level of satisfaction.

Perhaps the major problem in collecting data for research purposes had to do with the recording of client-field agent interactions. We had hoped to accumulate a number of tape recordings to document the communications of field agents and clients, but the objections of the field agents to this procedure caused us to relax our demand. While it is not certain that it was altogether the agent's reluctance to being observed by an evaluator which caused them to object to this procedure (one explanation was that it interfered with the "professional relationship" between client and agent), it would be surprising if this concern did not have something to do with their resistance. If the researcher had not been gathering data for evaluative purposes, the procedure could have been justified strictly on grounds of the need for information about how clients and linkage agents interact, or (a less threatening explanation) of the need for learning about the kinds of daily problems expressed by school personnel.

By and large, the same safeguards that were discussed with reference to the conflict between evaluation and the need for information about problems in order to give assistance (see #1 above) apply here. Playing down the evaluative role and stressing the importance of documenting the program, using local

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observers who are not primarily engaged in making judgments and who serve as buffers between the central evaluation staff and the program personnel, and emphasizing the experimental nature of the program--all of these efforts or arrangements may soften the threat of being evaluated and insure greater access for research purposes.

* * *

In the foregoing discussion we have tended to emphasize the negative consequences of the combination of formative work, evaluation and research. Thus, we have pointed to conflicts between the needs of each of these three domains of intellectual work. What now ought to be stressed is precisely the reverse: the fact that congruencies also occur between the three domains; and that greater cooperation may be gained by making the program personnel aware of these congruencies.

With respect to the first relationship in our diagram (#1), it should be pointed out to the participants that by admitting their problems and seeking assistance the program might ultimately be improved. Consequently, the likelihood of a final, favorable evaluation will be increased.

Similarly, with regard to the relation between either scientific or evaluative impartiality, on the one hand, and the involvement of formative work, on the other, (#2 and #3 in the diagram) there is the distinct possibility that by becoming involved in a program one learns about certain constraints and "meanings" which will serve to temper one's judgments and enhance the realism of one's observations. Anthropologists have long recognized that immersion in the daily life of a culture yields points of view and subjective experiences which may be quite important in grasping the life of the people they are studying. No doubt a certain amount of "going native" is essential in correcting those biases which a stranger or outsider is bound to bring with him. The trick, of course, is not to remain either consistently involved or consistently detached, but to move between these two states.

Another reciprocity between formative work and research has already been mentioned, namely, the fact that familiarity with the problems requiring assistance may be treated as research data, and that research on the program may contribute to formative work.

Finally, it is obvious that the collection of accurate data contributes to the judicious use of one's sanctioning power as an evaluator. Thus, it is to the advantage of the program participants to cooperate with the researcher's need for information so that his judgments as an evaluator will be firmly anchored in the realities of the program. Conversely, the responsibility for evaluating the most relevant variables of an action program constrains the researcher to focus on matters which might otherwise go unnoticed.

In sum, the integration of evaluation, formative work and research is by no means an impossible goal. Providing that certain precautions are observed, each of these three domains of intellectual work can contribute substantially to the other two domains. The ultimate and foremost beneficiary, of course, is the action program.

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APPENDIX K

TABLES

TABLE 1

SPECIFICITY OF TOPIC BY REFERRAL PROCESS

	Referral Process		
		Non-Target Areas	
	Target Area (Through Field Agent)	Through Other Representative	Not Through Representative*
State A			
Orders for specific packets, documents, etc.	1% (150)	4% (56)	3% (71)
Level of specificity			
High	25%	30%	14%
Medium	46	46	51
Low	29	24	35
Total	100%	100%	100%
Total N = (272)	(149)	(54)	(69)
Orders = (5)			
No data = (2)			
State B			
Orders for specific packets, documents, etc.	15% (190)	17% (42)	41% (196)
Level of specificity			
High	18%	26%	31%
Medium	47	46	49
Low	35	28	20
Total	100%	100%	100%
Total N = (312)	(161)	(35)	(116)
Orders = (116)			
No data = (1)			
State C			
Orders for specific packets, documents, etc.	48% (140)	8% (40)	33% (43)
Level of specificity			
High	19%	40%	38%
Medium	56	38	45
Low	25	22	17
Total	100%	100%	100%
Total N = (139)	(73)	(37)	(29)
Orders = (84)			
No data = (28)			

*Includes SEA requests.

TABLE 2

STATE B: TYPE OF SEARCH, ACCORDING TO METHOD OF REFERRAL AND POSITION OF REQUESTER

	Teachers		Administrative, Supervisory			
Method of Referral	Elementary	Secondary	In-Building	District, County, IED	SEA	Total
Through Field Agent						
Type of search:						
Manual only	17%	20%	15%	4%		14%
Computer only	23	22	24	25		24
Packet only	29	37	25	42		33
More than one	31	21	36	29		29
Total	100%	100%	100%	100%		100%
N	(35)	(49)	(53)	(45)	(--)	(182)
Percentage of cases which were packet orders	20%	10%	13%	22%		16%
From Non-Target Areas						
Type of search:						
Manual only	8%	12%	25%	11%	14%	14%
Computer only	19	30	11	23	41	23
Packet only	31	46	47	38	32	40
More than one	42	12	17	28	14	23
Total	100%	100%	100%	100%	100%	100%
N	(26)	(33)	(53)	(65)	(22)	(199)
Percentage of cases which were packet orders	27%	33%	43%	40%	32%	37%
Excluded						
"Others" 44						
No data 4						

TABLE 3

STATE B: TYPE OF SEARCH, ACCORDING TO METHOD OF REFERRAL AND PURPOSE OF REQUEST

	Purpose of Request			
Method of Referral	Definite	Vague	None	Total
Through Field Agent				
Type of search:				
Manual only	17%	15%	7%	14%
Computer only	24	28	7	24
Packet only	13	31	82	33
More than one	46	26	4	29
Total	100%	100%	100%	100%
N	(59)	(96)	(27)	(182)
From Non-Target Areas				
Type of search:				
Manual only	16%	19%	10%	14%
Computer only	34	34	5	23
Packet only	16	22	73	40
More than one	34	25	12	23
Total	100%	100%	100%	100%
N	(62)	(59)	(78)	(199)
Excluded				
"Others" 44				
No data 4				

TABLE 4

STATE B: TURNAROUND TIME ACCORDING TO METHOD OF REFERRAL, POSITION OF REQUESTER AND PURPOSE OF THE REQUEST
(Percentage of Cases Requiring Less Than Two Weeks)

Method of Referral	Teachers	Administrative, Supervisory: In-Building	Administrative, Supervisory: District, County, IED	Administrative, Supervisory: SEA	Total
Through Field Agent					
Purpose:					
Definite	37%	32%	66%	---	35%
	(30)	(19)	(11)		(60)
Vague	40%	27%	52%	---	39%
	(43)	(26)	(25)		(94)
None	40%	62%	33%	---	44%
	(10)	(8)	(9)		(27)
Total	39%	34%	45%	---	39%
N	(83)	(53)	(45)		(181)
From Non-Target Areas					
Purpose:					
Definite	32%	73%	50%		45%
	(19)	(11)	(26)	(4)	(60)
Vague	31%	53%	53%	50%	47%
	(16)	(19)	(17)	(8)	(60)
None	78%	78%	68%	80%	76%
	(23)	(23)	(22)	(10)	(78)
Total	50%	68%	57%	55%	58%
N	(58)	(53)	(65)	(22)	(198)
Excluded					
Others 44					
No data 6					

*The figures in parentheses are the bases of percentages.

TABLE 5

STATE A: TYPE OF SEARCH, ACCORDING TO METHOD
OF REFERRAL AND POSITION OF REQUESTER

	Teachers			Administrative, Supervisory			
	Elementary	Secondary	Total	In-Building	District, County	Total	SEA
Through Field Agent							
Type of search:							
Manual only	21%	(2)	20%	15%	30%	23%	---
Computer only	18	(3)	20	30	26	28	---
More than one	61	(7)	60	55	44	49	---
Total	100%		100%	100%	100%	100%	---
Total N = (88)	(33)	(12)	(45)	(20)	(23)	(43)	---
No data = (53)	(19)	(3)		(29)	(2)		
Non-Target Area Request							
Type of search:							
Manual only	(1)	16%	19%	6%	10%	9%	11%
Computer only	---	17	14	22	15	17	45
More than one	(2)	67	67	72	75	74	46
Total		100%	100%	100%	100%	100%	100%
Total N = (109)	(3)	(18)	(21)	(18)	(48)	(66)	(22)
No data = (10)							
Other = (8)							
No data on how referred = (2)							

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TABLE 6

STATE A: TYPE OF SEARCH, ACCORDING TO METHOD OF REFERRAL AND PURPOSE OF REQUEST

Method of Referral	Purpose of Request Vague, None	 Definite	 Total
Through Field Agent			
Type of search:			
Manual only	16%	30%	22%
Computer only	22	28	24
More than one	62	42	54
Total	100%	100%	100%
N	(55)	(33)	(88)
Non-Target Area Requests*			
Type of search:			
Manual only	22%	2%	12%
Computer only	12	20	16
More than one	66	78	72
Total	100%	100%	100%
N	(41)	(46)	(87)

*Excluding those from SEA personnel.

TABLE 7

STATE A: TURNAROUND TIME ACCORDING TO METHOD OF REFERRAL, POSITION OF REQUESTER AND PURPOSE OF THE REQUEST
(Percentage of Cases Requiring Less Than Four Weeks)

	Teachers			Administrative, Supervisory			
Method of Referral	Elementary	Secondary	Total	In-Building	District, County	Total	Total
Through Field Agent							
Purpose:							
Vague, None	36%	76%	33%	51%	50%	51%	42%
	(42)*	(9)	(51)	(37)	(8)	(45)	(96)
Definite	44%	80%	57%	64%	56%	59%	59%
	(9)	(5)	(14)	(11)	(16)	(27)	(41)
Total	37%	42%	38%	54%	54%	54%	47%
N	(51)	(14)	(65)	(48)	(24)	(72)	(137)
From Non-Target Areas							
Purpose:							
Vague, None		93%	93%	87%	95%	93%	93%
	(1/1)	(14)	(15)	(8)	(20)	(28)	(43)
Definite		80%	71%	50%	70%	64%	65%
	(1/2)	(5)	(7)	(12)	(27)	(39)	(46)
Total	(2/3)	89%	86%	65%	81%	76%	89%
N	(3)	(19)	(22)	(20)	(47)	(67)	(89)

Excluded

SEA	23	(70% required less than four weeks)
Others	17	
No data	13	

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*The numbers in parentheses are bases of percentages.

TABLE 8

PURPOSE OF REQUEST BY WHETHER IT COMES THROUGH A FIELD AGENT

	Referral Process		
		Non-Target Areas	
Purpose of Request	Target Area (Through Field Agent)	Through Other Representative	Not Through Representative*
State A			
Any definite purpose	30%	63%	51%
Vague purpose	65	23	24
No purpose specified	5	14	25
Total	100%	100%	100%
Total N = (277)	(150)	(56)	(71)
No data on referral (2)			
State B			
Any definite purpose	32%	36%	30%
Vague purpose	54	50	27
No purpose specified	14	14	43
Total	100%	100%	100%
Total N = (428)	(190)	(42)	(196)
No data on referral (1)			
State C			
Any definite purpose	13%	26%	22%
Vague purpose	35	38	38
No purpose	52	36	40
Total	100%	100%	100%
Total N = (229)	(142)	(42)	(45)
No data on referral (22)			

*Includes SEA requests.

TABLE 9

POSITION OF REQUESTERS BY REFERRAL PROCESS

Position	Referral Process		
		Non-Target Areas	
	Target Area (Through Field Agent)	Through Other Representative	Not Through Representative*
State A			
Elementary teacher	34%	3%	1%
Secondary teacher	10	6	24
Building administrator	33	23	11
District level administrator	11	34	17
County office of education	6	11	3
State department of education	--	--	35
Other	6	3	9
Total	100%	100%	100%
Total N = (272)	(150)	(56)	(66)
No data = (7)			
State B			
Elementary teacher	18%	7%	12%
Secondary teacher	26	14	14
Building administration	28	31	21
District level administration	16	21	20
Intermediate education district	8	17	5
State department of education	--	3	11
Other	4	7	17
Total	100%	100%	100%
Total N = (426)	(190)	(42)	(194)
No data = (3)			

[continued on next page]

Table 10 continued

Position	Target Area (Through Field Agent)	Referral Process	
		Non-Target Areas	
		Through Other Representative	Not Through Representative*
State C			
Elementary teacher	24%	16%	--%
Secondary teacher.	25	32	5
Building administration.	34	11	19
District level administration.	14	10	20
Regional offices, centers.	3	--	--
State department of education.	--	10	49
Other.	--	21	7
Total	100%	100%	100%
Total N = (212)	(142)	(19)	(41)
No data = (36)			

*Includes SEA requests.

APPENDIX L

RETURN RATES OF QUESTIONNAIRES

Return Rates of Client Questionnaire *

	State A	State B	State C
Total sent:	280	424	249
Total returned:	176	368	198
Useable	(171)	(362)	(192)
Not useable	(5)	(6)	(6)
Not returned:	104	56	51
Refused (by letter)	(3)	(3)	(4)
Sent 1 page questionnaire**	(76)	(53)	(47)
Returned	(41)	(31)	(22)
Not returned	(35)	(22)	(25)
Not sent 1 page questionnaire	(25)	--	--
% useable questionnaires returned:	61%	85%	77%
Including 1 page quest:	72%	93%	86%

* Client questionnaires were mailed to all clients over a five month period.

**This one page questionnaire was sent to clients who did not return the six page questionnaire after two follow-ups. It contains background questions and summary satisfaction questions.

Return Rates of Publicity Questionnaire*

	State A	State B	State C
Teachers			
Target Areas			
1	38% (76)	33% (119)	36% (73)
2	33% (198)	27% (104)	28% (50)
3	--	--	26% (78)
Non-target	32% (224)	41% (436)	-- **
Administrators			
Target Areas			
1	76% (33)	68% (44)	40% (55)
2	42% (143)	56% (94)	38% (40)
3	--	--	39% (56)
Non-target	57% (188)	57% (153)	-- **
Intermediate level specialists***	24% (21)	59% (22)	50% (18)
State Education Agency	56% (43)	60% (50)	63% (35)
Total	42% (926)	45% (1022)	38% (405)

*Numbers in parentheses are numbers of questionnaires sent.

**The pilot state project was not officially extended to non-target personnel in State C. Therefore, publicity questionnaires were not sent.

***Intermediate level staff with administrative titles are included with administrators.

Sampling Ratios for Publicity Survey*

	State A	State B	State C
Teachers			
Target Areas			
1	.20	.20	.15
2	.10	.05	
3	--	--	
Non-target	.01	.02	--*
Administrators			
Target Areas			
1	1.00	1.00	.50
2	.80	.50	
3	--	--	
Non-target	.10	.10	--*
Intermediate level specialists**			
Target Areas			
1	1.00	.10	1.00
2	.80	.50	
3	--	--	
Non-target	.10	.10	--*
State Education Agency	.25	.33	.40

*The pilot state project was not officially extended to non-target personnel in State C. Therefore, publicity questionnaires were not sent.

**Intermediate level staff with administrative titles are included with administrators.